This is a digital copy of a book that was preserved for generations on library shelves before it was carefully scanned by Google as part of a project to make the world's books discoverable online.

It has survived long enough for the copyright to expire and the book to enter the public domain. A public domain book is one that was never subject to copyright or whose legal copyright term has expired. Whether a book is in the public domain may vary country to country. Public domain books are our gateways to the past, representing a wealth of history, culture and knowledge that's often difficult to discover.

Marks, notations and other marginalia present in the original volume will appear in this file - a reminder of this book's long journey from the publisher to a library and finally to you.

Usage guidelines

Google is proud to partner with libraries to digitize public domain materials and make them widely accessible. Public domain books belong to the public and we are merely their custodians. Nevertheless, this work is expensive, so in order to keep providing this resource, we have taken steps to prevent abuse by commercial parties, including placing technical restrictions on automated querying.

We also ask that you:

+ *Make non-commercial use of the files* We designed Google Book Search for use by individuals, and we request that you use these files for personal, non-commercial purposes.

+ *Refrain from automated querying* Do not send automated queries of any sort to Google's system: If you are conducting research on machine translation, optical character recognition or other areas where access to a large amount of text is helpful, please contact us. We encourage the use of public domain materials for these purposes and may be able to help.

+ *Maintain attribution* The Google "watermark" you see on each file is essential for informing people about this project and helping them find additional materials through Google Book Search. Please do not remove it.

+ *Keep it legal* Whatever your use, remember that you are responsible for ensuring that what you are doing is legal. Do not assume that just because we believe a book is in the public domain for users in the United States, that the work is also in the public domain for users in other countries. Whether a book is still in copyright varies from country to country, and we can't offer guidance on whether any specific use of any specific book is allowed. Please do not assume that a book's appearance in Google Book Search means it can be used in any manner anywhere in the world. Copyright infringement liability can be quite severe.

About Google Book Search

Google's mission is to organize the world's information and to make it universally accessible and useful. Google Book Search helps readers discover the world's books while helping authors and publishers reach new audiences. You can search through the full text of this book on the web at `http://books.google.com/`

The Arthur and Elizabeth
SCHLESINGER LIBRARY
on the History of Women
in America

THE WHITE SLAVE TRADE

TRANSACTIONS

OF THE

International Congress on the White Slave Trade,

HELD IN LONDON,

ON THE

21st, 22nd and 23rd of JUNE, 1899,

AT THE INVITATION OF THE

NATIONAL VIGILANCE ASSOCIATION.

LONDON:
OFFICE OF THE NATIONAL VIGILANCE ASSOCIATION.
267, STRAND, W.C.

1899.

301.413
N27

LONDON:
PRINTED BY WERTHEIMER, LEA AND CO.,
CIRCUS PLACE, LONDON WALL.

NATIONAL VIGILANCE ASSOCIATION

AND

CENTRAL VIGILANCE SOCIETY,

FOR THE

REPRESSION OF CRIMINAL VICE AND PUBLIC IMMORALITY.

With which are incorporated the Minors' Protection Committee, the Society for the suppression of Vice, and the Belgian Traffic Committee.

President.

HIS GRACE THE DUKE OF WESTMINSTER, K.G.

Vice-Presidents.

THE BISHOP OF SOUTHWELL.
LORD KINNAIRD.
EARL OF MEATH.
REV. PREB. H. W. WEBB-PEPLOE.
MRS. JOSEPHINE BUTLER
MRS. HENRY FAWCETT, LL.D.
MRS. FRANK MORRISON.
MRS. J. P. THOMASSON.

Treasurer.

HENRY J. WILSON, ESQ., M.P.

Chairman of Council.

PERCY WM. BUNTING, ESQ.

Chairman of Executive.

COLONEL G. H. BOLLAND, R.E.

Secretary.

WM. ALEX. COOTE.

CENTRAL OFFICES:—267, STRAND, LONDON, W.C.

THE NATIONAL VIGILANCE ASSOCIATION is an association of men and women to enforce and improve the laws for the repression of criminal vice and public immorality, to check the causes of vice, and to protect minors. The work is pursued with vigour; but if this is to continue, the treasury must be kept full, and those who are deeply convinced of the necessity of raising the standard of moral conduct, by legal proceedings, by the strengthening of public opinion, and by the awakening of voluntary effort, can hardly make a better use of their money than by contributing to maintain and enlarge the operations of the Association.

While we feel it important in the history of the work to be ready always to render legal aid, we are more than ever conscious that the great hope of the future of our cause is in the direction of Prevention.

The Association has a Home which is established for Preventive cases only, and young women in perilous circumstances are received and sheltered. They are taught laundry and house-work, and when competent, suitable employment is found for them.

The Association is supported by voluntary contributions. Cheques and Postal Orders should be crossed National Provincial Bank of England, and can be sent to either the Treasurer or the Secretary at the Office.

The Report of last year's work will be sent on application to the Secretary.

TABLE OF CONTENTS.

PAGE

1. LIST OF DELEGATES 7
2. PREFACE 9
3. MINUTES OF PROCEEDINGS AND RESOLUTIONS ... 13
4. QUESTIONS ON WHICH THE REPORTS ARE BASED... 19
5. REPORTS :—

PART I.—LEGAL AND DIPLOMATIC.

1. *Russia :* Report of M. SABOUROFF, Senator 22
2. *Belgium :* Report of M. DE LEVAL 30
3. *France :* Report of M. BÉRENGER, Senator 45
4. *Germany :* Report of COUNT VON BERNSTORFF 56
5. *United Kingdom :* (*a*) Report of W. F. CRAIES, ESQ. ... 60
   (*b*) Report of P. W. BUNTING, ESQ... 65
6. *Norway :* Report of HERR A. FAERDEN, Judge 73
7. *Sweden :* Report of HERR HUGO TAMM 76
8. *Austria-Hungary :* Report of BARONESS VON LANGENAU 83
9. *Switzerland :* Report of M. A. DE MEURON 89
10. *Holland :* Report of HERR G. VELTHUIJSEN 98

PART II.—MORAL AND SOCIAL.

1. *Russia :* Report of PRINCE SERGE VOLKONSKY 106
2. *Belgium :* Report of MDME. S. KUFFERATH 113
3. *France :* Report of PROFESSOR HENRI JOLY 119
4. *Germany :* Report of HERR PASTOR BURCKHARDT ... 131
5. *United Kingdom :* (*a*) Report of MRS. HENRY FAWCETT, LL.D. 139
   (*b*) Report of ARTHUR R. MORO, ESQ. 147
6. *Denmark :* Report of COMTE VON MOLTKE 150
7. *United States :* Report of HENRY CHASE, ESQ. 154
8. *Sweden :* Report of REV. DR. OLBERS 157
9. *Switzerland :* (*a*) Report of MDME. DE TSCHARNER ... 161
   (*b*) Report of MDME. LA BARONNE DE MONTENACH 167
10. *Holland :* Report of MDME. LA DOUAIRIÈRE KLERCK ... 174

LIST OF DELEGATES who attended the Congress at the request of National Committees.

Austrian National Delegates.

Mdme. Marianne Hainisch.
Mdme. Helen Suess-Rath.
Countess Anna Nugent.
Miss Juliana Most.
Miss Baillie.
Baroness Von Langenau.

Belgian National Delegates.

Dr. and Madame Bonmariage.
Monsieur H. Mestdagh.
Monsieur Edward Belleroche.
Madame L. Kufferath.
Madame René Gange.

Danish National Delegate.

Miss Charlotte Sannom.

French National Delegates.

Mademoiselle Sarah Monod.
Madame Oster.
Madame Vincent.
Monsieur Georges Picot, Member of the Institute, Perpetual Secretary of the Academy of Political and Moral Science, Former Director of Criminal Affairs.
Monsieur Louis Albanel, Examining Magistrate at the Tribunal of the Seine.
Monsieur Louis Comte, Principal Editor of the journal *The Social Uplifting*.
Monsieur Henri Joly.
Monsieur Ferdinand Dreyfus.
Monsieur Bérenger, Senator, Member of the Institute.
Monsieur Louis Rivière.
Monsieur Moncharville.
Mademoiselle Noël.
Monsieur Charles Lambert.
Monsieur Doncieux.
Madame Carter Biddle.
Monsieur Gustave Dénis.
Madame Duclos.
Mademoiselle Cherbonnel.
Monsieur Piégay.
Madame Déglin.

The following ladies attended, but were not National Delegates:

Madame Isabelle Bogelot.
Madame Vve. Feresse-Deraismes.
Madame Ferdinand Dreyfus.
Miss Gilligan.
Mademoiselle de Sainte-Croix.

German National Delegates.

Graf (Count) Bernstorff, Chamberlain to His Majesty the Emperor
Herr Johannes Schrœder.
Pastor Riebling.
Frau Fischer-Lette.
Pastor Johannes Burckhardt.
Fraulein Gertrud Müller.
Frau Cora von Bultzingslöwen.
Pastor Maetzold.
Pastor Ostertag.
Countess von Ysenburg.

The following ladies and gentlemen from Germany attended, but were not National Delegates:—

Herr Gustav Tuch, Hamburg.
Herr Ernest Tuch, Hamburg.
Fraulein Anna Pappritz.
Dr. jur. Anita Augspurg.
Frau Cauer.

Netherlands National Delegates.

Dowager Klerck (*née* de Hogendorp).
G. Velthuijsen, Esq.
S. B. Ortt, Esq.
Rev. E. Monsma.

Norwegian National Delegates.

A. Faerden, Esq., Judge.
Mrs. Faerden.
Mrs. Hamboro.
Miss Marie Yirstad.
Rev. H. Nilssen.
G. Sendstad, Esq.

Russian National Delegates.

Prince Serge Volkonsky.
Monsieur Andrew Sabouroff, Secretary of State and Senator.
Mme. Elisabeth Sabouroff.
Monsieur Serge de Youriévitch, Gentleman of the Chamber to the Czar.
Madame Anne d'Artsimovitch.
Baroness Mary von Engelhardt.
Mme. Mary Boubnow.
Mme. Catherine Gardner.
Mme. Helen Kozakevitch-Stefanovsky.
Madame Olga Netchaiew.
Mr. Vladimir Deriouginsky, Professor of Administrative Law at the Imperial Lyceum of St. Petersburg, and Editor of the *Journal of the Ministry of Justice.*
Madame Fugan-Baranowsky.

Swedish National Delegates.

Herr Hugo Tamm, Member of Upper Chamber, Stockholm.
Rev. Dr. E. Olbers, Chaplain of the King.
Dr. Karl Hildebrand, Fellow of the University at Upsala.
Herr Einar Billing.
Natanael Beskow (Rev.).
Herr Hjalmar Danell, Professor of Moral Theology, Upsala.
Professor E. Almquist, Professor of Hygiene in Medical Institute, Stockholm.
Mrs. Anna Höjer.
Miss Gertrude Adelborg.
Madame Piltz.
Mr. von Koch.
Mr. W. Tham.
Dr. Abraham Langlet, Fellow of the University at Upsala.
Miss Elin Cederblom.
Miss Clara Wahlstom.
Miss Sigrid Netzel.
Miss Myhrnvan.
Miss Tamm.

Swiss National Delegates.

Madame de Tscharner de Watteville.
Madame Châtelain-Roulet.
Monsieur Emery (Pasteur).
Monsieur Minod.
Mademoiselle Vidart.
Madame Capt. Golay.
Monsieur De Meuron.
Monsieur Buren.
Madame Steiger-Meyer.
Madame la Baronne de Montenach.
Mademoiselle Cornaz.
Monsieur H. Daulte.
Rev. J. Ninck.
Mademoiselle Streckeisen.
Madame Ephraim Bovet.

United Kingdom National Delegates.

Colonel G. H. Bolland, R.E.
Henry J. Wilson, Esq. M.P.
Percy Wm. Bunting, Esq., M.A.
Ashley Stables, Esq.
Rev. E. G. C. Parr.
The Hon. Mrs. Fraser.
Mrs. Sheldon Amos.
Mrs. Percy Wm. Bunting.
Mrs. C. T. Mitchell.
Miss E. Lidgett.
Miss E. Lithgow.
Mrs. Henry Fawcett, LL.D.
Mrs. Magrath.
Mrs. Archibald Little.
C. T. Mitchell, Esq.
Mrs. Dudley Buxton.
Lady Battersea.
A. R. Moro, Esq.
Claude G. Montefiore, Esq.
Rev. S. Singer.

United States National Delegates.

Professor W. L. Hull, of Swarthmore College.
Mrs. Hannah Hull, Secretary of the Philadelphia Social Purity Alliance.
Howard M. Jenkins, Esq.
Miss Mary Travilla.
Henry Chase, Esq., Representing the Boston (New England) Watch and Ward Society.
Miss Sarah R. Paiste.
Miss Lawton.
Mrs. Caleb Coffin.

PREFACE.

THE White Slave Trade is the traffic in girls for immoral purposes, which is unhappily carried on not only in the East, where slavery is avowed, but more or less throughout Europe. For such girls there is a constant demand in the markets of vice, on the part of the infamous persons who keep houses of ill-fame with resident inmates. In all such houses the position of the miserable women is one of servitude. Their isolation, their friendlessness, the contempt with which they are usually regarded by respectable society, keep them under the control of the keepers of the houses; who by charging them extortionate prices for everything supplied, and retaining the ownership of even the clothes they wear, keep them always nominally in their debt, a debt which is recovered when they sell the girl to another house. For the girl is often procured and bought at great expense, and as she becomes less and less valuable for the corrupt purpose, she is sold to lower and lower houses.

This trade is of course comparatively little known in England, owing to the publicity of proceedings, and the high rate of wages, though the societies which concern themselves with such matters are continually coming across cases of young girls decoyed, or persuaded away to foreign parts; and even in England it is not always easy, in practice, to get a girl out of a brothel. But the poorer parts of Europe are visited by travelling agents, who have their local purveyors, and conduct their victims to the East and West, where they are lost in the bad houses. One large branch of the trade goes through Constantinople, another has its destination in the South American ports, chiefly Buenos Ayres.

This traffic has attracted the attention of the public authorities and of humane persons for many years past, and recently the Committee of the National Vigilance Association resolved to open definite measures for its mitigation—if possible its suppression. With this view Mr. Coote, the Secretary, visited, in the spring of 1899, Paris, Brussels, the Hague, Berlin, Copenhagen, Stockholm, and St. Petersburg. Everywhere he found sympathy and attention. Committees were formed in all these capitals, in most cases eagerly joined by persons of influence. In Paris, M. Bérenger, the Senator, so well known for his efforts in moral questions, took the most active part; in Berlin, the Empress of Germany accepted the patronage of the Committee, which was attended on her behalf by Count Bernstorff, an officer of her household; in St. Petersburg, Count Muravieff sent his private secretary to the meeting, which was attended by representatives of several of the Departments of State. In all cases the Committees undertook to send delegates to the Congress in London, and the list given above shows that they carried out their pledges.

The Governments of these different countries were found by Mr. Coote to be fully alive to the importance of the question. Those of Russia, Germany and France were ready to send accredited diplomatic representatives if the Congress were made official. Several leading Englishmen headed by the Duke of Westminster, the President of the National Vigilance Association, accordingly approached the English Foreign Office on the subject. It was however, pointed out, that to give an official character to the Congress might prove embarrassing to its work, and Lord Salisbury replied in this sense, while expressing the entire sympathy of the Government with the object, and promising the most careful attention to the evidence collected and the conclusions arrived at.

The main part of the time of the Congress was occupied with papers directed not only to the state of the law in those different countries, and suggestions for its improvement and the restriction of the trade, but to charitable work which aimed indirectly at checking

immorality. In order to give some uniformity to these papers for purposes of comparison, two sets of questions were issued by the National Vigilance Association, which will be found below, and will explain in most cases the form of the papers read. The second set of questions covers a wide ground, and the papers in reply to them are of course very incomplete, though useful in giving general information—in some cases very needful—as to what is being done by societies which care for friendless girls.

It is upon the papers on the first set of questions, however, that the work of the Congress was mainly centred; and the results have been, (1) the creation of an International Committee to carry out the views of the Congress in the intervals of its meetings; and (2) the presentation of a modest programme for immediate legal and diplomatic reform by the improvement of codes and extradition treaties. The minutes and resolutions of the Congress will be found below.

It will be seen that the Congress, in its project of immediate legal action confines itself to cases in which force, fraud, abuse of authority, or other means of putting improper pressure upon the free will of the victims, are used to bring the girls into the immoral life or to keep them in it. This is because the juridical ideas of the different countries are not at one on the point. By the laws of France, Belgium, and some other countries, it is not held immoral to entice a woman of full age to take up a career of vice. England, Germany, Austria, and the Northern countries generally, also the United States, hold a different position, namely, that such doings are wrongful, and should be punished. The Congress took the view that in order to attack the traffic in women it was necessary to have as much common action as possible, and therefore insisted, for the present, upon a minimum proposal on which all the Governments will probably be willing to act.

In addition to these formulated results, suggestions, as well as information of much value, will be found in some of

the papers read. The Swiss Committee, for example, who have studied this question very fully, thought that international officers might be established at certain points to interfere directly with the transport of the girls. Other modes of action will probably occur as the International Committee gets to work, and will be treated at future Congresses.

It remains to observe that the Congress was well attended throughout, not only by the hundred and more delegates, but by many other persons interested; that it conducted its business with vigour and despatch, and that its resolutions were unanimous.

LONDON, *July 5th*, 1899.

MINUTES OF THE CONGRESS.

FIRST DAY: JUNE 21ST, 1899.

THE DUKE OF WESTMINSTER took the chair at ten o'clock, and addresses were given by His Grace and by the Bishop of London and Prebendary H. W. Webb-Peploe. A letter was read from Miss Ellice Hopkins regretting her inability, from illness, to be present and address the Congress. Letters were also read from Sir T. H. Sanderson on behalf of the Marquis of Salisbury, and from Countess von Rosen on behalf of the Queen of Sweden; and expressions of sympathy with the objects of the Congress were delivered on behalf of the Emperor of Russia, and by Count Bernstorff on behalf of the Empress of Germany. Mr. P. W. Bunting then took the chair, and the Congress proceeded to the reading of the following papers:—

RUSSIA, by M. SABOUROFF, Senator,
and Prince SERGE VOLKONSKY.

BELGIUM, by M. G. DE LEVAL
and Madame KUFFERATH.

FRANCE, by M. BÉRENGER, Senator,
and M. HENRI JOLY.

The Congress adjourned at noon, and resumed its sitting at 1.30, when a discussion took place on the subject of the papers read. The following took part in the discussion:—Pastor Burckhardt (Berlin), the Rev. Dr. Olbers (Sweden), M. Belleroche (Brussels), Madame Klerck (The Hague), Miss Blanche Leppington, Count Bernstorff (Berlin), Mr. Coote, Mrs. Sheldon Amos, Herr Schroeder (Bremen), M. Hugo Tamm (Stockholm), Mr. H. J. Wilson, M.P., Dr. Bonmariage (Brussels), M. Sabouroff (Russia), and Prof. H. Joly (Paris).

The following resolution was moved by M. Sabouroff, seconded by Count Bernstorff, and carried unanimously :—

"That the Congress approves the principle of forming a permanent international organisation for perfecting and bringing into effect the work of the Congress. That the committee of experts consider this resolution, and bring before the Congress a definite proposal."

The Congress rose between three and four.

SECOND DAY : JUNE 22ND, 1899.

The chair was taken at ten o'clock by the Cardinal Archbishop of Westminster, and addresses were given by His Eminence and by the Countess of Aberdeen, Mr. Henry J. Wilson, M.P., and the Rev. Canon Scott-Holland, after which M. Georges Picot (Paris) presided, and the following papers were read :—

GERMANY, by Count BERNSTORFF and Pastor BURCKHARDT.

ENGLAND, by P. W. BUNTING, Esq., M.A., and Mrs. HENRY FAWCETT, LL.D.

NORWAY, by Judge FAERDEN.

DENMARK, by Miss SANNOM (for Count VON MOLTKE).

AMERICA, by HENRY CHASE, Esq.

The Congress rose at noon, and resumed about 1.30.

Tributes of respect to the memory of Mr. Aaron Powell, a delegate from the United States, who had died since his appointment, were paid by Mr. Jenkins and Professor Hull, and a letter from Mr. Powell to the Congress was read.

Mr. P. W. Bunting brought up the resolutions prepared by the Committee of Experts on the subject of a permanent organisation, which were spoken to by M. Bérenger, Professor Stuart, M.P., and others, and were unanimously passed.

The Congress then rose.

THIRD DAY: JUNE 23RD, 1899.

The chair was taken at ten o'clock by the Earl of Aberdeen, and addresses were given by his Lordship and by Lady Battersea, the Chief Rabbi, Dr. Adler, and Lord Kinnaird.

Mr. Coote spoke on the work of the London Jewish Committee in this matter.

Afterwards the chair was taken by Count Bernstorff, and the following papers were read during the morning and a portion of the afternoon session :—

SWEDEN, by HUGO TAMM, Esq.
and Rev. Dr. OLBERS.

AUSTRIA, by Baroness VON LANGENAU
and Miss BAILLIE.

SWITZERLAND, by Monsieur A. DE MEURON,
Madame DE TSCHARNER,
and Madame la Baronne DE MONTENACH.

NETHERLANDS, by Madame la DOUAIRIÈRE KLERCK
and G. VELTHUIJSEN, Esq.

Mr. P. W. Bunting brought up a series of resolutions drafted by the Committee of Experts. A discussion upon them took place, in which M. Bérenger, Mr. H. J. Wilson, Count Bernstorff, Mr. Bunting, M. Sabouroff, Mr. Stephen Bourne, M. Belleroche, Mr. Mitchell, Mr. Bewes, M. Schroeder, Mr. Craies, and others took part, and the resolutions were carried unanimously; a suggested addition being referred to the Committee of Experts. The Committee of Experts subsequently accepted the addition, and the following is the ultimate form of the Resolutions :—

I.—RESOLUTIONS FOR A PERMANENT ORGANISATION.

1. In each country there shall be a National Committee to combat the White Slave Trade. All the National Committees together constitute the Congress.

The existing Committees represented at this Congress are the National Committees in their own countries: they

have power to alter their own constitution if they think fit. In other countries Committees shall be formed, and the Bureau is charged with initiating this task.

2. The Congress constitutes an International Committee consisting of two representatives of each National Committee.

3. The Bureau of the Congress shall consist of the two English representatives on the International Committee, and of three other persons to be chosen by the National Vigilance Association. But each National Committee may, if it think fit, nominate a Delegate resident in London to attend Meetings of the Bureau.

4. Each Meeting of the Congress will decide at what time and place the next Meeting shall be held, but the International Committee may alter the time and place if circumstances make it desirable to do so.

5. The International Committee will meet when summoned by the Bureau; or may act by correspondence. Quarterly correspondence, giving information from time to time, shall be kept up between the Bureau and the National Committees. Each National Committee shall name a correspondent.

II.—Resolutions on the White Slave Trade.

The Congress expresses the desire :—

A.—That an Agreement should be come to among the Governments—

1. To punish, and as far as possible by penalties of equal degree, the procuring of women or girls by violence, fraud, abuse of authority, or any other method of constraint, to give themselves to debauchery, or to continue in it; and in cases where persons are accused of this crime :—

2. To undertake simultaneous investigations into the crime when the facts which constitute it occur in different countries.

3. To prevent any conflict of jurisdiction by determining the proper place of trial.

4. To provide by International Treaties for the extradition of the accused.

B.—That a close and permanent agreement should be come to among the philanthropic and charitable Societies of different countries to communicate to each other information as to the emigration of women under suspicious circumstances, and to undertake to protect the emigrants on their arrival.

C.—That an exact and complete list shall be prepared of all Societies in different countries competent and willing to fulfil this duty.

D.—That this list be sent to all the Governments and Societies.

The following is the French text of the second set of resolutions :—

RÉSOLUTION DU CONGRÈS.

I.—Emettre le vœu qu'un accord s'établisse entre les Gouvernements :

1° pour punir de peines, autant que possible de même degré, le fait de racoler des femmes ou des filles par violence, fraude, abus d'autorité ou par tout autre moyen de contrainte, pour les livrer à la débauche et celui de les y maintenir contre leur gré par les mêmes moyens ;

2° Pour que la recherche simultanée du délit, lorsque les circonstances qui le caractérisent se produisent dans des pays différents, ait lieu par un accord concerté dans chacun de ces pays ;

3° Pour que la détermination du lieu où doit avoir lieu le jugement coupe court à toute éventualité de conflit ;

4° Pour que des traités internationaux interviennent afin de permettre l'extradition des inculpés ;

II.—Prescrire en outre, en vue d'établir entre les Sociétés philanthropiques et charitables des divers pays, un accord intime et constant, pour se signaler réciproquement les départs suspects, et prendre sous leur protection les émigrantes arrivant dans leur pays ;

1° Qu'un état exact et complet soit établi, par les soins de la Commission internationale, qui survivra au Congrès, de toutes les Sociétés pouvant et voulant, dans les divers pays, satisfaire à ce devoir ;

2° Que cet état soit adressé à tous les Gouvernements et à toutes les Sociétés.

It was also resolved :—

> "That the Congress declares that the foregoing resolutions express only that minimum of its wishes which it thinks can be obtained at once."

It was resolved that the next Congress should be held in 1901, in Switzerland, the Swiss National Committee to fix the particular town.

After votes of thanks to the Governments who had assisted the organisers of the Congress, and to the National Vigilance Association, the Congress concluded its labours.

QUESTIONS UPON WHICH THE REPORTS WERE BASED.

First Set.

In the paper to be written on this subject as it affects your country, we should be glad if you could deal with the following questions from the point of view of your existing law and institutions, and of any changes in law or administration and of the establishment of the most suitable new institutions and organisations to cope with the evils found to exist in your country.

1. What is the existing legislation of your country for the punishment,

(*a*) of persons who in any way corrupt or facilitate the corruption of girls under 21, whether by persuasion, intimidation, fraud, or in any other way ?

(*b*) of persons who induce women to become common prostitutes ?

(*c*) of persons who induce women or girls to quit your country for a foreign State with a view to enter upon an immoral life in the foreign State ?

(*d*) of persons who employ young women in places of public entertainment where drink is sold under circumstances calculated to expose them to inducements to lead an immoral life ?

2. What arrangements are in force for obtaining or granting the extradition of persons concerned in the commission of any offences under Question 1 which are recognised by your law, or for punishing citizens of your country who commit such offences in a foreign State ?

3. Whether the State or any private organisation has taken steps at the ports to ascertain whether female emigrants on

ships leaving those ports are being induced to go abroad with a view to entrapping them into an immoral life in a foreign country ?

4. Whether the police of your State has formed any trustworthy list of persons reasonably suspected of being concerned in the White Slave Trade ; or has adopted any system by which the public may be warned against these people, and women may be protected or rescued from their machinations ?

5. Whether any private or public organisation exists for warning girls seeking employment away from their own domicile against the machinations of procurers ; for providing them means of verifying the honesty of employment offered them, and for informing them of trustworthy persons or places of temporary residence to which they can safely resort in case of any difficulty in obtaining honest employment, or when they have found themselves in danger of being entrapped into an evil life ?

6. Whether any official or trustworthy statistics have been prepared showing the extent to which young women of your nation have been induced to go abroad to an immoral life ?

7. What you regard as the best basis for an international treaty, or a change in the laws of the various nations, whereby to prevent women belonging to one State from being entrapped into a foreign State for the purpose of being driven or persuaded into an immoral life there ?

SECOND SET.

What national work are you doing for the moral uplifting of men and women ?

What institutions have you for the training of unprotected girls ?

(*a*) Girls whose parents are drunkards or criminals ;

(*b*) Girls who will not submit to parental training, or who roam the streets, getting into bad company.

What guilds, clubs, or associations have you for helping girls of the working classes ? Give short description.

What steps, if any, are being taken to attack the evils we seek to remove, by raising the tone of morality among men and boys ?

Are any steps taken in the schools during school or college time to educate young men on the duty and advantage of chastity ? Make suggestions.

What is the medical teaching with regard to the physical value of chastity among men ?

Is it considered to be conducive to morality to keep young men and young women ignorant of sexual questions ?

In houses of business, is the current rate of wages considered sufficient to enable a young woman to lead a virtuous life ?

Does the want of proper sleeping and domestic accommodation lead to immorality among the children of the working classes ?

What methods are adopted to rescue those who have fallen ?

What steps are taken to induce the women who are found in hospitals suffering from venereal disease to give up the bad life they have been leading ?

What homes have you dealing with such women ?

What opportunities are given to the women whose names are on the register of prostitution to retrieve their characters and lead a respectable life ?

What laws have you giving legal protection to girls, young women, and women ?

What is the age of consent on the part of a young woman ?

Have you a law dealing with immoral relations between men and women of the same family ?

What steps are taken to warn young women travelling, and what assistance do you offer to prevent them getting into moral trouble ?

THE WHITE SLAVE TRADE.

REPORTS READ at the CONGRESS.

Part I.—LEGAL AND DIPLOMATIC.

RUSSIA.

Report by Monsieur A. SABOUROFF, Minister of State, Senator.

On behalf of the Committee which has been called into existence in our country in response to the appeal of the English National Vigilance Association, I have the honour of bringing before the Meeting the expression of our warmest hope for a successful result of the International Conference, the assurance of our constant and active sympathy in the future, and the following contribution to the combined efforts destined to throw a light on the important questions which stand on the programme of the Conference.

Question I. *a.*

In Russian Legislation we have a general law for the punishment of any one guilty of seducing a girl under fourteen, the law presuming any girl of that age to be ignorant of evil, and innocent. This crime is considered as being almost equal to rape, and involves loss of all social and civil rights and privileges, and penal servitude for a term not exceeding (12) twelve years. (Criminal Law, Art. 1,524.) As for girls above fourteen years of age, the law specifies three degrees of culpability :—

(1) Encouragement of a girl in immorality and inducement to the same through persuasion or other means ;

(2) Direct proxenetism ;

(3) Corruption of girls by deceit, intimidation, or compulsion.

In the first case, corruption is punishable only when enacted upon minors (under twenty-one) by persons entrusted with their care (guardians, tutors, etc.), and by servants attached to the household. The penalty

involved is: imprisonment for a term not exceeding four months and prohibition from ever again being entrusted with the care of minors. (Criminal Law, Arts. 993, 1,002.)

(2) Direct proxenetism is always liable to punishment irrespectively of the victim's age. When perpetrated by parents, husband, guardians or tutors, it involves the loss of all social rights and privileges, transportation to Siberia or imprisonment with compulsory labour for a term of three years. Any other person found guilty of proxenetism is liable to arrest for a term of one month or the payment of a fine of 100 roubles. (Criminal Law, Art. 998, 999, 1,000. Code of Justices of the Peace, Art. 44.)

Lastly in the third case, only the following species of corruption, distinctly stated by the law, are liable to be punished :—

(*a.*) Violation of all kinds ; as such are considered not only violation proper, but also physical or moral torture, violence, reducing the victim to a state of unconsciousness through the use of narcotics or other means with a view to corruption.

The above offences involve loss of all social and civil rights and privileges, and hard labour for a term not exceeding twelve years. (Criminal Law, Arts. 1,525, 1,526, 1,527.)

(*b.*) Corruption pure and simple, when perpetrated by the guardian of a minor, by any person entrusted with the care of the same, or by servants attached to the household, involves loss of all social rights and privileges, transportation to Siberia, or imprisonment with compulsory labour for a term not exceeding three and a half years. (Criminal Law, Art. 1,532.)

(*c.*) Kidnapping a woman or girl of any age with a view to seducing her, or of injuring her character through public exposure, by whosoever it be perpetrated, involves confinement in prison for a term of two years and loss of some though not all social rights and privileges. (Criminal Law, Art. 1,530.)

(*d.*) Seducing a girl by means of a formal promise of marriage involves the same penalty. (Criminal Law, Art. 1,531.)

(*e.*) Seducing a daughter or near relative is considered as incest, and will be dealt with further on.

Other species of seduction by means of fraud, intimidation, or otherwise, are not provided for by Russian Criminal Legislation.

QUESTION I. *b.*

The Russian Criminal Legislation contains no special law against any one inducing women to become common prostitutes, but among the administrative regulations concerning professional prostitution, we find rules dealing with the registration of females into the class of professional prostitutes, and also a few measures for the protection of the

same from fraud and coercion, with a view to ascertaining that they enter upon this mode of life of their free will, and not under compulsion.

Any disregard of these regulations is accounted a misdemeanour, and involves arrest for a term not exceeding one month, or payment of one hundred roubles fine. (Code for Justices of the Peace, Art. 44.)

QUESTION I. *c.*

If women or girls be induced to quit their country through fraud or compulsion, or if they be sold into a foreign State with a view to coercing them to enter upon an immoral life, the Magistrates apply, by analogy, to perpetrators of a similar offence, Art. 1,410 of the Criminal Law Statute, to the effect that any person found guilty of selling into slavery, or surrendering under any pretence, a Russian subject to a native of Asia or any other foreigner, incurs the punishment of loss of all social and civil rights and privileges, and penal servitude for a term not exceeding ten years.

QUESTION I. *d.*

Proprietors of restaurants and places of public entertainment, who are under strict obligations, in accordance with the police regulations, to afford no facilities for immorality, are liable to punishment for allowing women leading an immoral life on their premises, and incur the penalty of arrest for a term of one month, or of a fine of one hundred roubles. (Code for Justices of the Peace, Art. 44.)

QUESTION II.

The second question upon the programme of the "National Vigilance Association" relates to such existing international treaties as contain provisions for grappling with the "White Slave Traffic."

No special agreements relating to this traffic have been made by Russia with foreign States. In the conventions adopted by the Government for the extradition of criminals, this traffic is not specified amongst the crimes to which the law is applicable.

These conventions, however, contain provisions for preventing the corruption of youth by individuals who exercise professional proxenetism. In their enumeration of crimes which render liable to extradition, the Conventions exchanged between Russia and Belgium (August 23/September 4, 1872), Switzerland (November 5/17, 1873), Monaco (August 24/September 5, 1883), and Luxemburg (March 19/31, 1892) have specially in view people who, from pecuniary motives, make a trade of corrupting youth of both sexes.

The act which warrants the extradition of these persons is defined as follows:—"Attempt upon the morality of minors of either sex by habitually exciting to or promoting their corruption for the gratification of the passions of others."

The treaties with Austria-Hungary (October 3/15, 1874,), Spain (April 12/24, 1888), Italy (March 1/13, 1871), the Netherlands (October 23/November 4, 1893), and Portugal (April 28/May 10, 1887) are less explicit upon these points. They do not define so clearly the persons who have made themselves guilty of this shameful traffic. Although the text of the paragraphs relating to the corruption of minors can include the persons who make a trade of it and consequently their extradition could be successfully claimed in specified cases—yet these provisions do not specially mention those who traffic in human flesh, but cite in a more general sense all who urge young people on to debauchery.

The following are the definitions relating to the agreements before mentioned :—

The Conventions with Austria, Spain and Italy cite : "the prostitution or corruption of minors by their parents or any other persons acting as guardians."

The Convention with the Netherlands provides against the provocation by one party of a person under the age of sixteen, to any carnal connexion, otherwise than in marriage, with a third party : "excitation of minors to debauch, and any act having as its object the debauch of minors, punishable by the laws of both countries."

The Convention concluded with Portugal authorises the prosecution of any attempt upon morals committed habitually by exciting, favouring, or facilitating the debauch or corruption of youths of either sex under the age of twenty-one.

The second part of the second paragraph of the English list of questions, relates to the measures in force for the punishment of persons engaged in traffic in young girls and women. In Art. 173 of the Penal Code in force in the Russian Empire, the question is answered in the following terms :—

"Russian subjects domiciled beyond the limits of the Empire, and who there, or while still at home, committed a crime violating the rights of one or more of their compatriots, come under the scope of the existing code, and upon their extradition or voluntary return to Russia they are subject to the penalties determined by the existing code."

Questions III., IV., and V.

Of all the sea-ports of Russia, Odessa has been, until these last years, the one where the exportation of girls and women, whether fraudulently or by voluntary consent, was carried on on a larger scale than anywhere else. For a long time, public attention had been attracted by certain persons frequenting our southern coast ; yet only in 1884 official measures were taken in order to check their activity. A special

police agent was appointed with the purpose of keeping the closest possible eye on the female passengers at the moment of their embarkation, and the men in whose company they entered on board. Numerous arrests were effected] and many women saved from the servitude into which their ignorance had nearly drawn them.

According to an official document (a report of the Chief of the Gendarmerie at Odessa to the Ministry of Foreign Affairs, December 12th, 1896), the further embarkation of female victims under such circumstances was made impossible. Yet the cases of voluntary consent escaped the control of the police, as well as such cases where the parties were provided with a marriage testimonial; for several cases indeed have been registered of men of Jewish extraction having sold their wives into servitude; after leaving Odessa with their wives, they returned within a certain time with their passport bearing the remark in the hand of the Russian Consul in Constantinople: "Wife remained abroad" or "Divorced." It is evident that such cases, presenting an appearance of complete matrimonial legality, can scarcely be rooted out by administrative measures. However, according to the same official report, their number does not exceed ten or twelve a year. From these facts it appears that exportation can be controlled with the help of national legislation and the action of local authorities, but the fate of victims who have left the country will depend upon the legislation and the vigilance of the authorities in those countries where they land. In this respect, we feel it our duty to draw the attention of the Conference to what our Committee learns from the representative of the Ministry of the Interior: "The Government of the Argentine Republic looks with perfect indifference upon the machinations of people conducting this ignoble traffic. These persons live in Buenos Ayres or in Brazil, and come to Russia three or four times a year in order to renew their stock. The chief markets are the provinces of Warsaw, Petrokov and Kalish, the agencies are situated in Genoa, Bordeaux, Havre, Cherbourg, and Southampton." We do not feel entitled to judge whether our police does their utmost or not. A number of confidential circulars, issued at different times, have been put at the disposition of the Committee by the Department of the Police; they all warn local authorities against agents of this kind leaving different ports of America or Europe for Russia; a minute description is given of their appearance as well as a list of the names under which each of them is known to travel, these sometimes amounting to seventeen. But if ever arrested, these persons being foreigners, can only be forwarded to the frontier and thus given the possibility of taking their chance another time. The efforts of any single country will always remain sterile, and the necessity of international action makes itself felt more than ever. We salute the present initiative of the English National Vigilance Association as the first step

in this direction, and we present the following considerations as determining our propositions in response to question No. 7 of the programme.

QUESTION VII.

A close examination of the whole series of acts, to which is given one common designation, "The white slave trade," leads to the conviction of the necessity of distinguishing, in this series, at any rate *two* groups of perfectly independent acts, performed almost always by different persons, and having undoubtedly, from both a practical and, in particular, from a legal point of view, a perfectly independent character, notwithstanding the common object unifying both groups—the deriving profit from the person of the woman drawn into the ranks of prostitution.

The first group consists of all those acts which are undertaken with a view to entice and bring a woman into a disorderly house by means of fraud and other criminal acts; the second consists of all those acts which are undertaken with a view to detaining the woman in this house, to enslaving her there, and to her undisturbed exploitation. As far as concerns the first group, however various be the acts to which recourse is had in order to delude the victim and to obtain her consent to follow her abductor, even to a foreign country, all these acts may be absolutely, without straining a point, recognised as one of the forms of the crime called procuring, only that, in the case in question, it is, so to say, procuring for export, or international procuring.

To successfully contend with this criminal act, it is evidently necessary: In the first place, that the punishment of the criminals, seeking to escape prosecution by passing the frontiers of the State in which they have committed the crime, should be secured by the possibility of their extradition; and, in the second place, that those qualified forms of procuring, which find expression in the trade in women, should be exactly defined in the criminal legislation of each country, since, without such definition, the demand for extradition cannot take place.

But these measures will not yet strike at the root of the evil, until attention shall have been directed to the second group indicated of acts having for their object the detention, by force, fraud or enslavement, of the women received from the procurer, in the disorderly house.

The numerous and lamentable facts communicated, alike in the reports presented on the present question to the Paris Prison Congress of 1895,* and the Congress of Syphilidologists in St. Petersburg, and by other enquiries, remove, alas, every possibility of doubt that the name applied to the group of acts under investigation has been

* *V.* Congrès Pénitentiaire International, Paris, 1895. Rapport de la première section pp. 491—602.

given by no mere analogy ; that we have to do with the actual sale and with the actual slavery of women, and that precisely this constituent part of the white slave trade, *i.e.*, the acts by which the existence of slavery is ensured, is the most dangerous and important, since it is undoubted that, if there were no slavery, neither could there be any selling into slavery. If the keepers of disorderly houses were not perfectly able to detain the women who have fallen into their hands, by force and against their will, they would not pay large sums for their procurement, and it is, consequently, evident that the very existence of international procuring depends exclusively on the fact that there exists, intact and unpunished, in every country, its own national slavery of the women who have got into disorderly houses in respect of the keepers of such houses.

In view of this, it would seem to be necessary, alike in international agreements and in the legislation of individual States, to keep in view this side also of the question forming the subject of the deliberations of the Conference.

On account of these considerations, the committee is of the opinion that it is desirable —

A.—For the successful prosecution of international procuring :

In the first place—that, in the treaties of extradition between separate States, there should be included among the crimes in respect of which extradition is admissible, all kinds of qualified procuring, when it is accompanied by violence (physical or moral), fraud, or abuse of the helpless condition of the woman, or by the carrying off of the deluded woman beyond the limits of her own country.

In the second place—that, in the criminal legislation, in which these crimes are not yet provided for, there should be introduced all qualified forms of procuring, accompanied by violence, fraud or abuse of the helpless condition of the victim of this crime, or by the abduction of the deluded woman beyond the limits of her own country.

In the third place—that a systematic international exchange of information should be established to the effect that a procurer having been discovered by the police of one country, should become known to the police of all other countries.

B.—For the extirpation of the slavery of women in disorderly houses :

In the first place— that the conditions established by the conventions of 1889 and 1890, between Germany, Belgium, and Holland, upon the question of the international protection of women, enticed into prostitution, for criminal exploitation, should be taken as the basis of the general international law, it being further provided that, in the separate treaties there should be included such amendments and explanations of

these conditions as, according to circumstances, may be considered desirable.

In the second place—that, in the criminal legislation of the separate States, punishment should be provided for detaining a woman against her will in a disorderly house by means of violence (intimidation), fraud, or the exploitation of her material dependence upon the keeper of the house.

In the third place—that the prosecution should be admissible, alike of this crime and of qualified procuring apart from the complaint of the sufferers, when this does not conflict with the fundamental principles of the local legislation, and,

In the fourth place—that, in the organisation of the administrative inspection of prostitution (in those countries where it is allowed), measures should be introduced protecting fallen women from being drawn into prostitution by means of fraud or threats (intimidation), and, in general, from the exploitation of their helpless position, and that the inspection itself should be organised on principles securing the reality of these measures.

BELGIUM.

Report by M. G. DE LEVAL, Advocate of the Court of Appeal, Brussels.

THE manners are more difficult to regulate than the morals of a people; few show greater differences at different periods and in different climes.

Since the set of questions which we are invited to answer points to a well-defined object, we have thought it unnecessary to introduce here an historical review of Belgian legislation on morality (*Mœurs*). We therefore address ourselves at once to these questions, which we have altered only so far as we found it absolutely necessary.

QUESTION I.

ANSWER.—Corruption of manners is the usual result either of outrages on decency, or of violation or breach of morals, and is often the inevitable consequence of the seduction of girls under age.

It is under the three heads of: Outrages on decency—violation (*attentats à la pudeur, viol*), breach of morals (*outrage aux mœurs*), and seduction of girls under age (*enlèvement de mineures*), that the Belgian Code of Laws regulates these matters.

The law is very clear, and needs hardly any comment; we nevertheless extract from the excellent Treatise of the Advocate-General Servais, the few notes which follow, and which are comments on the law and on the doctrine of the celebrated jurist, Nypels.

1st. Outrages on decency and violation.

ART. 370.—"All outrages on decency committed without violence or threat, on children of either sex of less than fully fourteen years of age, are punished with five years' imprisonment.

"The penalty shall be imprisonment for not less than five and not more than ten years (*réclusion*), when the child is less than eleven years old."

The compilers of the Code of 1810 did not provide punishment for an outrage committed without violence, no matter the age of the child-victim.

The French law of revision of 1832, and the Belgian law of 1846, have filled this gap.

The word *attentat* covers any enterprise against the purity of a child; any attempt contrary to purity made upon a child.

Let us note here that the age of consent is fixed at fourteen, the legislator having considered that until this age is reached consent could not have been matured in the mind of the child. In the same order of

ideas, the fact that a girl of less than sixteen gives consent does not save the seducer from a criminal prosecution.

ART. 373.—"Any outrage on decency, committed with violence or menace upon persons of either sex, shall entail six months' to five years' imprisonment.

"If the outrage is upon a child of less than fourteen, then imprisonment for not less than five and not more than ten years."

Here the law aims at an act begun with violence. This being opposed to consent, it is rational that the criminality should not be made dependent on the age of the aggrieved. A deed with violence is thus always indictable, but if the victim is less than fourteen, the outrage becomes more revolting and the punishment all the more severe. It is the same as to threats, which constitute a moral violence, and include all and every means of moral constraining, leading to the fear of an impending danger.

ART. 374.—"An outrage takes place as soon as begun."

ART. 375.—"Any one committing a criminal attempt, either by means of serious violence or threats or by craft, taking advantage of an illness or of a weak mind, or of any other accident, or the deprivation of the senses by some artifice, shall be imprisoned for not less than five nor more than ten years."

"If the outrage is committed upon a child of less than fourteen, the culprit shall be sentenced to from ten to fifteen years' penal servitude (*travaux forcés*)."

The Code of 1810 and the Belgian law of 1846 put on the same footing violation (*viol*), and indecent assault (*attendat à la pudeur*). The two are, however, very different in their purpose, their outcome, and their inherent immorality.

Violation is a crime, and the mere attempt is thus punishable (Arts. 51 and 52 of the Penal Code). But if the offending party desists after the first act and stops of his own accord, the attempt at seduction ceases and becomes an indecent assault with violence. If the would-be seducer, who has used craft only, stops voluntarily, there is no crime committed, unless the victim be a child of less than fourteen, when Art. 372 comes into play.

The minimum penalty in the preceding Articles is raised, according to Art. 376,

"If the criminals are the parents or guardians, or in authority over the victim of the assault. If they are its teachers or wage-paid servants, or the servants of the persons above named.

"If the assault is committed by any public official or minister of religion who has abused his authority, or by any doctors, surgeons, accoucheurs, or officers of health, taking advantage of anyone confided to their care.

"Finally, if, as in the cases dealt with in Arts. 373, 375, and 376, the criminal, whoever he be, has been aided in the execution of his crime or misdemeanour by one or more persons."

This Article contemplates two causes of aggravation in crime: the first due to the relative position of offender and offended, and the second to help given by third parties.

By persons having authority are meant those who have authority by right and *de facto*. Thus a master using violence and seducing his servant must expect an increased penalty as provided in Art. 377. As to the help of third parties, this only entails the full penalty when it has been rendered during the attempt or assault. If they have only helped to bring this about, these abettors can be prosecuted as accomplices, according to the regulations on criminal participation, but the chief offender shall not be more severely punished than if he had had no accomplices.

ART. 378.—"In the cases dealt with in the present chapter criminals shall lose their civil rights enunciated in Nos. 1, 3, 4, and 5 of Art. 31. If the assault has been committed by the father or mother, the criminal shall further be deprived of those rights and claims over the body and goods of the child to which he is entitled by the Civil Code (1st book, Ch. ix. 'Paternal Rights')."

2nd. Breach of Morals.

There are certain acts which, although they may not be intended as an offence against the purity of a certain person, are nevertheless reprehensible because they offend or may offend the public in general.

Chauveau and Hélie say:—"The distinctive character of this offence is to cause a scandal, a blush in those who witness it, or a shock to public morality."

ART. 385 of our penal code says:—". . . . Any person who shall publicly offend morality by acts that hurt purity shall be liable to an imprisonment from eight days to one year, and to a fine from 20 to 500 francs."

Thus public notoriety is necessary to constitute an offence, but it suffices that such be within the possibilities to make it punishable. For an example of an *outrage aux mœurs* we might instance an indecent act committed in a room open to the gaze of neighbours, or in a cab.

3rd. Abduction of Minors (*enlèvement de mineures*).

There are instances where no prosecution can be instituted under the Articles on indecent assaults and breach of morals, although the offender has committed a highly immoral act. For instance, none of these Articles protect the young girl from fourteen to sixteen who consents to leave her parents and surrenders her maidenhood. None of these Articles give any protection to the girl of from sixteen to twenty-one who leaves

her parents to follow a procuress (*proxénète*) who uses violence or threats.

And it is to provide for such cases that the Legislature has enacted Arts. 368, 369, 370 and 371, combined under the heading :—

Enlèvement de mineures.

ART. 368.—"ANY one who by violence, craft, or threat has abducted minors, or caused them to be abducted, shall be liable to from one to five years' imprisonment and a fine of from 50 to 500 francs.

"Further, he may be deprived of his rights by Art. 33."

ART. 369.—"If the minor thus abducted is a girl of less than fully sixteen, the penalty shall be imprisonment."

ART. 370.—"He who has abducted or caused to be abducted a girl of less than fully sixteen, not emancipated legally, who is a consenting party, shall, if he is over twenty-one, incur a penalty of from two to five years' imprisonment and a fine of from 50 to 500 francs, and he may further lose his rights as by Art. 33.

"If he is under twenty-one, the penalty shall be three months to one year in prison, and a fine of from 50 to 300 francs."

The Code thus draws a distinction between rape with violence on minors, which is always indictable, and simple seduction without violence, which is only indictable when the victim is less than sixteen.

Are we then to draw the conclusion that if a girl is more than sixteen her parents are helpless if she leads an immoral life? Certainly not. If any penal action is barred against the ravisher, they still can have recourse to a civil action (Art. 374 of the Civil Code), and they may eventually deprive the girl of her liberty for six months (Art. 377 Civil Code.)

The abduction of minors is a continuous offence (*un délit continu*) as long as they remain with the offender, away from parental authority. Such an offence committed abroad can be punished in Belgium, if it has been continued or ended in Belgium (Court of Cassation, Dec. 3, 1875).

Further on we shall examine whether it would not be desirable to raise the age at which this abduction can be made an offence; in other words, whether the young girl of more than sixteen should not be shielded against the wiles of those who are but too ready to abandon her when they have taken advantage of her weakness.

We have so far studied the question of seduction perpetrated in the interest of the seducer himself. We shall now examine it when it takes place at the instigation and for the vicious purposes of others. In fact, we have now to deal with *proxénétisme*, or traffic which covers prostitution, so-called, and any corrupting agency for the object of even accidental provision for the will of others. And here we find at once that

the law draws a distinction between victims who are over twenty-one and minors. The Belgian penal law does not reach those who, as providers for others (also over twenty-one), incite to immorality persons over twenty-one. This is what permits the white slave traders to pursue their loathsome avocation, and to provide houses of ill fame with their miserable victims, where these are *majeures*, that is, in Belgium, when they are twenty-one. It has thus often happened that certificates of birth have been tampered with, and a minor made to appear to be over twenty-one. In the full inquiry conducted in Belgium in 1880 by the British Government, it was shown that these traffickers compelled girls under age to assume false names and make use of certificates of birth belonging to girls of full age; indeed, this very artifice led to the punishment of the purveyors.

The legislator, ever anxious to respect the free will of the individual, has not protected women who are of age against seduction and the inciting of procurers, because he has deemed that at twenty-one a woman generally is no longer an innocent and inexperienced girl easily led away by vain words. It was thought that a full-grown woman who gave way and became a prostitute would do so deliberately. With us prostitution is not a penal offence, only a moral one. Women are permitted by the legislation to retain their free will, and to do evil or good. Only minors of both sexes are in this respect specially guarded by law.

> ART. 379 is thus framed:—"Any one committing a breach of morals by exciting, facilitating, or habitually encouraging, on behalf of others, lewdness in or the corruption of minors of either sex, shall be liable to from three months' to two years' imprisonment if the minors are more than fourteen, and from two to five years if they are under fourteen."
>
> ART. 360.—"If the child is less than eleven, the punishment shall be *réclusion*. The mere attempt is not punishable."

Faithful to the principle that the further removed from majority, so that consent is less likely, the heavier the punishment, the law provides three periods: the first, before eleven; the second, from eleven to fourteen; and the third, after fourteen.

A word will have struck you: "habitually": the law aiming at the repression of habitual evil. A single act of *proxénétisme* is not, as such, punishable by law. Legal doctrine and jurisprudence require at least a threefold repetition to constitute habit.

But jurisprudence does not make any further distinction between three acts committed against three different victims, or three acts committed against one, and there are cases when in virtue of Article 379 a procurer (*proxénète*) has been punished for three at empts on one minor on behalf of others.

The following cases, says M. Servais, for instance, fall under the application of the penal law :—

1st.—Procuring girls (minors) for the keeper of a brothel, which involves the offence of abetting, as against the keeper.

2nd.—If a lodging-house keeper sets apart rooms for the use of minors where prostitution can be freely exercised.

3rd.—A mother who gives up her daughter (minor) to a man to live with him as his concubine, and encourages this intercourse, or who habitually invites young men to her house, tolerates liberties in her presence, and withdraws under one pretext or another in order to encourage these.

4th.—Any one who, in presence of a minor, has connection with a woman habitually, provided the object be to minister to the vicious propensities of this woman or minor.

M. Servais is comprehensive. Taking his stand on decisions of the courts of Angers and Limoges, he says :—"The law does not require that the person incited to debauchery by the accused be different from the one that the latter intended to corrupt."

And he says further :—"Thus we think that it has been ruled justly that the offence of exciting minors to debauchery has been committed when any *filles soumises* (prostitutes entered on the books of *la Police des mœurs*) allure minors and give themselves up to them for money. And again, an offence is committed when reiterated facilities have been given to two minors for immorality."

It is not necessary that this corruption should have its full effect, *i.e.*, that the minor be disgraced. The offence is the act intended to corrupt minors on the part of the go-between, and the law does not stop to enquire as to the consequences.

A prosecution will lie even against those who procure young girls already corrupted or who are *filles soumises*.

In order to constitute an offence, evil intent (deceit or fraud) is necessary. To make any one amenable to Art. 379 there must have been an intention to corrupt minors on behalf of others. Art. 379 will not apply when the agent has only wished to act on his own behalf.

M. Servais continues :—"The offenders may have accomplices, but in order to include these in the indictment, it is necessary to prove that they have taken part in at least three attempts at *proxénétisme*, so as to establish the 'habit' which is the essential element of the offence. It has been ruled (Angers, May 25th, 1877), that he who procures minors for a brothel is guilty of the offence of exciting to debauchery; the knowledge that a girl entering such a house would daily give herself up to prostitution, provides the condition of habit."

In all cases of procuring, indecent assault and violation, the penalty is raised above the minimum whenever the offenders are the parents of or

persons placed in authority over the victims. Also when they are the teachers, wage-servants, or servants of those above named. If they are public officials, or ministers of religion, they are further liable to a fine of from 50 to 1,000 francs, and to the interdiction specified in Nos. 1, 3, 4, and 5 of Art. 31.

The criminals can also be placed under the special supervision of the police for a period of not less than five and not more than ten years.

ART. 31.—A sentence to death or to penal servitude entails for the condemned the perpetual interdiction of the following rights :—

1st. That of fulfilling any public function, employment, or office.

2nd. The right to vote or to be elected.

3rd. To wear any decoration or title of nobility.

4th. To serve on a jury or as an expert, to witness any deed, or to give evidence in a court of justice, except when giving simple information.

5th. To be a member of a family council, to become a guardian, deputy guardian, or trustee, except of their own children, and when the family council sanctions this ; also to fill the position of *conseil judiciaire*, or of provisional administrator.

6th. To have a shooting license, to serve in the Civic Guard or the army.

If it is the father or mother who is guilty of the attempt, any rights over the body or goods of the child conferred by the Civil Code are withdrawn (Book 1, cap. 9, of "Paternal Power").

We mention here, though we shall refer to it again, that if the offenders are *foreigners*, they shall be expelled the country, in virtue of the law of March 6th, 1891.

We have studied above the law applicable to persons who facilitate prostitution or the corruption of girls on behalf of others. We shall now deal with a special class of people, *i.e.* the *souteneurs*, or bullies.

Besides the law above described, a special clause affects them. The law of November 27th, 1891 (on "Vagrancy"), classifies as vagrants ("vagabonds") the *souteneurs* of prostitutes. They are liable to be confined to a "depôt of mendicity" for two years at least, and seven years at most. Let us repeat that this is only for *souteneurs* of prostitutes.

Music-halls, *brasseries*, etc. (not a brewery, but a place where beer is retailed), where young women are employed as waitresses or to sell flowers, etc., are, like all public places, placed under the constant supervision of the police. Public-houses, the regulating of which is rather of a local than of a general interest, are subject to municipal regulations

which fix the hours of closing, etc. It may happen that some of these obtain such an evil reputation that special measures may be necessary to secure public health, morality, and tranquillity. The Common Council can adopt in such cases any measures thought necessary. (Communal Law, Art. 96 ; law of December 30th, 1887, Art. 19.)

The Board of Burgomaster and Aldermen has supreme jurisdiction over all houses and persons notoriously connected with prostitution, and has the power to close these without appeal.

No doubt the Board will take into consideration any complaint from the girls detained in these houses, as to any immoral treatment, but public health, morality and tranquillity are a first consideration.

The closing of such public-houses (*cabarets*) is not infrequent. The police having the power to enter at any time, their duty is evidently to take notice of anything contrary to decency, and to institute proceedings, as in the instance of a suspicious *cabaret* where minors are incited to immorality, and then will follow the ordinary repression. But apart from any glaring case, steps are taken in Belgium to prevent places employing young waitresses to become centres of immorality either by closing the house or by expelling the keeper of it, if a foreigner, sometimes after a first warning. Such a warning is occasionally sufficient to make him alter his course.

This right to expel from the country dates from March 6th, 1891 : " With certain exceptions, any foreigner residing in Belgium who by his conduct is a menace to public tranquillity, or any foreigner who is under prosecution or has been sentenced abroad for such offences as make him liable to extradition can be compelled by the Government to leave a certain place, to reside in another, or even to leave the kingdom."

This law thus enables us to get rid of certain people whose corrupt manners might be for our country a source of scandal or ruin, and who come here to establish an immoral trade. Even in the absence of any crime or offence we can expel any foreigner who by his conduct becomes a scandal to his neighbours ; and with the mention of this law we conclude our replies to the first question.

QUESTION II.—" What arrangements are in force," &c.

Belgium has concluded treaties of extradition for the following crimes :—

1st. For indecent assaults with violence, with Germany, England, Austria, Hungary, Brazil, Denmark, Ecuador, Spain, France, Italy, Luxembourg, Mexico, Monaco, the Netherlands, Portugal, Peru, Argen-

tina, Roumania, Russia, San Salvador, Servia, Sweden and Norway, and Switzerland.

2nd. For indecent assault (without violence) upon children of either sex under fourteen, with the same countries as above, except Brazil. The age differs, however, in three countries. In England it is under eleven ; in Denmark under twelve ; and in France under thirteen.

3rd. For breach of morals by exciting, facilitating, or habitually permitting on behalf of others the debauching or corruption of minors of either sex, with the same countries except England, Brazil, Ecuador, Portugal and Argentina. For Sweden and Norway this offence must have been committed by the parents or other persons in authority over minors.

4th. For abduction of minors, we have treaties with Germany, England, Austria-Hungary, Denmark, Ecuador, Spain, France, Italy, Luxembourg, Mexico, Monaco, the Netherlands, Peru, Portugal, Argentina, Roumania, Russia, San Salvador, Servia, Switzerland, and Venezuela.

5th. For rape : with the same countries as above, and also Brazil, United States, and Lichtenstein.

6th. For offers or proposals to commit a crime, or to share in it, with acceptance of the same : with Roumania and Servia (we shall go more into detail at the end) (No. 7).

As to the punishment of any Belgian subject who commits such offences in a foreign State,

We find the answer in cap. 11 of the law of April 17th, 1878 :—

A.—Any Belgian who has committed an offence abroad against a Belgian can be prosecuted in Belgium :

B.—Also if this offence has been committed against a foreigner, provided :—

1st. That the offence be included in the extradition treaty.

2nd. That the aggrieved foreigner or his family has lodged a complaint.

3rd. Or that the foreign Government in whose territory the offence has been committed gives official notice to the Belgian Government.

Our penal law even goes further. It enables our Courts to arraign foreigners for certain offences committed abroad, in special cases, such as a foreigner abetting or being accomplice in an offence committed abroad by a Belgian, provided the latter has been tried or sentenced in Belgium, but it is requisite that the alien should have been arrested on Belgian soil.

QUESTION IV.—" Whether the Police of your State," &c.

ANSWER.—There is at the "Sûreté publique" (a department of the Ministry of Justice) a list of white slave traders; this list has not only the names of Belgian *proxénètes* or procurers, but also those of foreign ones, which have been communicated to the Government. It is kept private.

The police take no active measures to warn the public against these *proxénètes* nor to rescue their victims, but the Minister of Railways and several societies cause notices to be put up informing young girls that they can be received at certain homes, and putting them on their guard against people who are too officious. But this is dealt with by another member of our Committee, who is also answering Question V.

QUESTION VI.—"Whether any official or trustworthy statistics, &c."

ANSWER.—We have no such statistics; but from enquiries made from the Burgomasters (who are the heads of the police) of the principal towns in Belgium, we conclude such cases are very rare.

The "Bureau des Mœurs," in a report which we owe to the kindness of the Commissary-in-Chief of the Brussels Police, M. Bourgeois, says:—

"The *proxénètes* — Belgians as well as foreigners — find difficulty in procuring for the houses of ill-fame girls who are not habitual prostitutes.

"Within the last six years, several procurers, namely three Russians, one Syrian, one Hungarian, two Frenchmen and five Belgians, have been prosecuted for debauching minors, &c. Some have been sent out of the country, others sentenced to from one to ten years in prison, two have had the benefit of a decision of *non lieu* (no charge proven), and two are yet to be dealt with (*en prévention*).

"The few girls who have allowed themselves to be debauched were not novices; all were of loose morals, and lived by their immorality. One, aged nineteen, is the daughter of a prostitute, and is herself no better."

Here are various letters which have reached us:—

LIÉGE, *March 31st*, 1899.

To the BURGOMASTER.

SIR—Whilst returning to you the enclosed letter, transmitted by you, I beg to inform you that for the last ten years, no case has been taken up by the "Brigade de Sûreté" of girls under or over age, who might have been placed against their will in disorderly houses or similar places, being seduced by false promises or deceived by appearances.

The constant endeavours of the "Brigade des Mœurs" have been directed to the checkmating of the white slave trade in Liége. Houses of ill fame are the subject of special supervision.

In the course of the last ten years, 54 individuals have been punished for corruption of minors and 73 for having kept unauthorised (*clandestines*) houses of debauch; 259 liquor shops of a suspicious character have been closed, in virtue of Art. 14 c. 3 of the law on public drunkenness, and about 400 *tenanciers*, or keepers of bad houses, have had to close in consequence of visits from the police.

There are at Liége only four purveyors for brothels. They only supply girls over twenty-one, and that after they have signed a paper expressing their wish to be placed in such houses (*maisons de tolérance*). The police often visit these purveyors.

The real *proxénètes* here are the keepers of low or illicit drink-shops (*cabarets borgnes*), who employ young girls who there graduate in clandestine prostitution, the most lucrative, but also the most dangerous for public health. Most prostitutes have been formerly waitresses in low drink-shops, called cafés.

During the last ten years, about 600 girls of that description have been arrested and sentenced as vagrants; about 400 have been returned to their parents after being admonished.

(Signed by the Commissary-in-Chief of Police.)

The Burgomaster of Bruges writes that the Commissary-in-Chief of Police has no information to supply about the "*traite des blanches*."

This official declares that he does not know of any cases of leading minors astray (*détournement de mineures*) or of deceit practised by means of advertisements, during the last ten years at Bruges.

From the Burgomaster of Ghent we have the following:

"In 1897, Pauline ——, born at Roubaix, and who lived here with her parents, followed —— to Boston, being engaged as servant and being promised good wages. From letters she has written since to her parents, it seems that on arrival at her destination she was forced to become a common prostitute. A prosecution has been instituted. This is the only case known."

The police at Mons have never met with a case.

Transfer from Second or Paper B.

"What laws have you giving legal protection to girls, &c."

Answer.—Apart from the laws which we have already commented upon, we have not in Belgium any special laws for the protection of women except factory regulations and those relating to wages. As to the civil rights of women, these are governed by the Civil Code, but a review of these is not expected from us.

Age of consent.

Answer.—The consent of a young girl of more than fourteen to sexual intercourse does not shield the man against a criminal prosecution for abduction of a minor if the girl is less than sixteen and has not been *émancipée* (legally made of age). The legal age of consent, after which no criminal offence can be charged, is thus sixteen, unless the girl has been raised to her majority by process of law.

She can be thus *émancipée* as soon as she is fifteen, by a simple declaration by her father or by her mother before the *Juge de paix* assisted by his clerk. (Art. 477 of the Civil Code.)

"Have you a law dealing with immoral relations between men and women of the same family?"

ANSWER.—We have considered above the increased penalty provided by the Belgian Penal Code when an indecent assault or violation is committed by a parent of the victim, or one having authority over her. We may thus say in answer that there are in Belgium laws specially punishing immoral acts committed by persons upon their descendants, and one might consider as having authority over the victim, an uncle, guardian, brother, &c., when the increased penalty might be applied. But beyond this the law does not contemplate dealing specially with the relations between brothers and sisters (incest) or other members of a family having no authority one over the other. Incest is not specially dealt with by law. Therefore in all such relationships, if there be an indecent assault, violation or breach of morals, it is the Common law which is applied, as we have shown above.

QUESTION VII.—What do you regard as the best basis for an international treaty, &c.

ANSWER.—It may be said of the matter before us, more than of any other, that criticism is easier than suggestion. We need hardly say that we do not for a moment pretend that the remarks we are going to submit offer any panacea or that they cannot be improved upon, we simply place them before you, inviting such a discussion as will retain only what is useful in them and reject what is objectionable.

1. If it be next to impossible to prevent a woman of full age leaving her country and going where she likes, knowing that she has made up her mind to give herself up to prostitution abroad, there is no such difficulty in the case of minors, whether they know what they are about or not.

With regard to minors, enticed abroad for the avowed purpose of prostitution, the law as it stands is sufficient to stop this traffic here. It is indeed a crime or offence to debauch minors by selling them in houses of prostitution, and therefore those who thus deal in human flesh in Belgium take care to tamper with the certificate of birth of these unfortunates, if they do not give them entirely false ones, so as to make them appear as of age.

But the vigilance of the Police, stimulated by the scandals of 1880, is generally able to cope with this trade.

1ST SUGGESTION.—It would be highly desirable for the agents of the Judiciary Police of the "Service des mœurs" to bring before their Consul any foreign girls, even of age, who are about to enlist in the army of vice.

This is our first suggestion. A Consul, speaking the same language as the young girl brought before him, is better acquainted than anyone else with the customs of her country, and able to find out if she really is of age. The Consul may further exercise some salutary influence by closely questioning the girl, and may find out whether she has really made up her mind, and if she is alive to all the miseries of the step she is about to take.

It has happened to some of those unfortunates that they were made to believe that they were taken to a respectable place, when in reality it was quite the other way. This is made easy in spite of any questions put by the Police, the latter speaking generally very imperfectly the language of the foreign woman. The girl whom it is intended to deceive is told what to answer, or she is told that she is being taken to the Customs. (See Bluebook C. 20910, Belgium.)

All this would be neutralised if the girl appeared before her Consul. The latter has more authority over her; he, more than any one, feels bound to protect one of his own nation, and this will make him look into each case more carefully, with an almost fatherly feeling, whereas such an examination before the police is necessarily cursory and incomplete.

What the girl will not dare to ask from or to acknowledge to the police she will ask from and admit to her Consul. As a last resource and as a matter of duty, if the case is doubtful, the Consul will write to the family of the girl, making enquiries in her native country, and meanwhile sending the girl to a home or refuge where, under proper care and judicious advice, she may be induced to abandon her evil intention, or if she is an innocent and timid girl she will certainly be rescued.

The interrogatory by the Consul is more likely than that by the Commissary of Police to lead to the discovery of the prompter of evil, of the *proxénète*, procurer or procuress, whom it is our object to track, and the Consul will thus be able *ex officio* to take all legal steps for his or her arrest if guilty, or at any rate will cause him to be watched in the country he represents.

We have now examined the case of a young girl over or under age who is enticed out of her country to become a public prostitute abroad, and we have for such cases recommended that recourse be had to the Consul. But there are others which require some attention. For instance, those minors who voluntarily and of their own free will lead a dissolute life, not in a brothel, but in their own rooms or in the *brasseries*—how can these be reached?

2ND SUGGESTION.—Here, again, we would have recourse to the Consul, and suggest that the police should hand him, month by month, a list of the young girls or women of his nationality who give themselves up to prostitution. This is done in Brussels for English girls.

Belgium and Germany concluded a treaty on the 4th September, 1890, which became law on July 27th, 1891, by which the authorities of either country do what we here suggest the Consuls should do.

But, in our opinion, the Consul is more fit to undertake this delicate task, which requires gentleness, kindness, and such persuasive powers as are rarely found in subordinate members of the force. The mere name of police scares the public; a more paternal authority is required, and yet the Consul has need of the police to complete his enquiry, and their joint endeavours are necessary to check the evil.

A last consideration. How could we prevent a girl from being enticed abroad? Evidently the best means is to prosecute the procurers. But in the case of women of full age Belgian law is powerless to reach them, with the one exception quoted above.

We cannot stop a free woman of full age from going and becoming a prostitute abroad. As to minors, this is certainly not the case. Suppose, however, that the *proxénète* has only asked a young girl to leave her country, that the latter has not left yet, and even resists, and finally does not leave, shall the law not reach him?

3RD SUGGESTION.—Could not this attempt to induce a minor to go abroad for the avowed or unavowed purpose of prostitution be assimilated to the provocation or proposal to commit a crime which is punished by the law of 1875? And if by one of these international understandings, of which we have had of late years so many beneficial examples, all the civilised nations were to make this provocation an article of their penal code, similar in spirit to the one we have held up as desirable, would this not be progress indeed?

We shall be told that it will always be possible to evade the law, that the proposal or provocation will still be made, but with more caution, more discretion. This may be; but this caution will of itself limit the number of victims, and thus will be a gain. Will not the mere fear of being informed against act as a deterrent at the very outset of an attempt to procure? If by this new enactment we can but save, say, a few young girls in a year, that already would be a considerable gain and a reward for the legislation.

Here is the text of the law of July 1, 1875, which we should like to see extended to procuration:—

> ART. 1. Any one offering or making a direct proposal to commit a crime, the penalty for which is death or penal servitude, or to be an accessory to such a crime; any one accepting such an offer or

proposal, shall be liable to from three months' to five years' imprisonment and to a fine of from 50 to 500 francs, barring the application of Art. 85 in case of extenuating circumstances. The culprit shall further be liable to the interdiction.

4TH SUGGESTION.—Another measure we should like to see adopted is one assimilating *souteneurs*, or bullies in general, to *souteneurs* of prostitutes (Law of November 27th, 1891, on Vagrancy). In other words, we would carry out the suggestion made in 1884 by M. Laurent, editor of the newspaper *Paris*, namely: "The sole fact of a man, even when apparently following an ordinary trade or occupation, in reality living habitually on the prostitution of a woman, shall constitute an offence, etc." We think that the first part of the sentence "even when apparently following a trade," might be construed as too severe; but to put on the same footing as *souteneurs* of prostitutes any man or woman living habitually on the prostitution of others appears to us fully justified.

5TH SUGGESTION.—A last remark. We have seen that the seducer of a young girl who is over sixteen, and who is a consenting party, cannot be reached by the law, and yet we find in the Civil Code an article worded thus: "Girls under age, *i.e.*, twenty-one, cannot marry without the consent of their fathers and mothers, etc." Is not this a very strange contradiction of the law? The civil law tells a man: "You must not marry this girl without the consent of her parents"; but the penal law says: "I do not oppose your removing her from the custody of her parents in order to make her your mistress, if she consents." If the legislator has forbidden a girl between sixteen and twenty-one to marry without the consent of her parents, it is because he knew that a girl of that age is morally weak and easily led astray by fine words and vague promises. Furthermore, it is abundantly proved that seduction is more and more a fruitful source of prostitution. The Advocate-General Daniel, in his inaugural speech at Bruges in 1885, said: "A large number of prostitutes are minors from sixteen to twenty-one, taken away from their parents by a seducer, who, once weary of the girl, discards and generally leaves her without support, she who will pay with the misery of a whole life for a short hour of error. The wretched victim, no longer equal to honest labour, hopeless as to the forgiveness of those who have been hardened by the scandal of her seduction and the publicity of her dishonour, falls, even if she escape a bloody suicide, into what has so well been called a "miry suicide" (Hyacinthe Loyson)."

REPORT,

Made in the name of the French delegates, on existing legislation in France, and the proposals to be submitted to the Congress.

By M. BERENGER, Senator.

THERE is hardly any graver offence than that for the more effectual repression of which the National Vigilance Association seeks to obtain the necessary understanding between Governments, as well as the co-operation of philanthropic societies in all countries.

This offence, with its accompanying measures, not only presents all the features of violence or deceit, of seduction or fraud, which constitute the criminality of ordinary attacks upon the liberty of others, but also its consequences exceed the range of most acts that are punishable by the penal law.

Its victims are injured not only in their physical personality or in their property, but in their moral being, in their innocence, in their honour ; and the fate which has torn them from their family and their native land may cause them to fall, in spite of themselves, from the honest and laborious life they were anticipating into a condition of the most lamentable degradation.

And yet the wrong generally goes unpunished, whether owing to the insufficiency of penal laws which are lacking in direct modes of attack, or whether owing to the well-nigh indefinable character of the wrong which nothing could detect except simultaneous enquiries made in the country of origin, and the often far-distant country where the fraud becomes apparent.

Are such crimes frequent ? We have not exact information on the subject. So far as official information goes, we might be reassured of its paucity in France, and probably in most other countries.

In Paris the police have no recent facts to tell. Putting a possibly too great confidence in the oversight of licensed houses, the Paris police is prepared to affirm that no woman or girl, over or under age, French or foreign, is introduced into these houses, or can be detained there by violence or by fraud ; spontaneous viciousness suffices to recruit the ranks.

It is equally fruitless to seek precise information from charitable institutions, however advantageously placed for receiving the confidence of those helped. M. Henri Joly could obtain nothing positive from the lady-superiors of the Dépôt of the *Dames Saint Michel* (*Notre*

Dame du Refuge), or the directresses of the lay branch of the *Bon Pasteur*, or of the Asylum of Saint Raphael for expectant mothers.

Isolated instances may have been subjects of legal proceedings, but it is impossible to recognise them under the misleading surroundings which alone made the proceedings possible.

Thus no formal proofs can be given. And yet among the persons already named there is a common opinion that such crimes are committed, and that it is owing to the special difficulty of laying hands on them that they escape punishment.

How could it be otherwise, when the complaints of victims are rendered impossible at the start by their ignorance of the fate before them, and on their arrival in the country to which they have been sent, by the watch kept upon them, by their ignorance of the foreign tongue, their isolation, their feeling of powerlessness, and doubtless by the shame of their degradation.

The painful scandals revealed by the Press from time to time are confirmatory of this opinion.

It is also well known to societies for the protection of girls, that suspicious offers are made in connection with fictitious situations in foreign countries. The International Union of the *Amies de la jeune fille*, founded in 1877 at Neuchatel, and the Catholic *Œuvre de la protection de la jeune fille*, more recently founded at Fribourg, both of which have ramifications in other countries, and especially in France, have given very exact information on this point.

The precautions taken by the police themselves (see below) when made aware of the sending of girls to foreign countries by certain registry offices, show that the security is not so absolute as is asserted.

Special publications, such as the supplement of the *Relèvement social*, have, in addition, made known certain facts more than once, and at this very moment a Paris newspaper is publishing recollections of an *ex chef de la sureté* which show that recently many cases of seduction were discovered and punished by the police. We desire to believe that the conditions are now improved, but it is, all the same, doubtful whether they have passed entirely away.

Finally, information collected at our ports of embarkation leaves no possible doubt that frequent recruiting for foreign disorderly houses takes place there. It is true that this recruiting generally is among women of full age, already practised in vice and in no way ignorant of the life to which they are destined. But sometimes it involves minors attracted by the hope of some lucrative place in a middle-class household. Thanks to the extensive powers of control over emigration which are granted to the police, they are generally able to discover such cases and use their power with laudable zeal. Thus it was that it was possible to prevent the departure from Marseilles, a few years ago, of

ten emigrant women, some of whom were young. There was a complaint two years ago, and another in 1898. It is a fact to be noted that all the agents and also all the victims but one were foreigners—Poles or Hungarians. There were cases at Bordeaux in 1885 and 1886. Information about three traffickers in women was given to the authorities, and they were tried for falsification of passports, the age of the young girls having been wrongly given. These also were foreigners. The girls were Hungarians or Germans. Nothing has transpired since. Does that mean that this odious trade has ceased? That would be hard to admit. It is clear that the thing goes on; doubtless with more caution and concealment; or perhaps only known prostitutes are approached. But one fact stands out from those here given and from the information gathered: it is that foreigners carry on the trade, generally bringing from other countries the unhappy ones whom they have succeeded in leading astray.

So it is clear that facts do exist, and from their mere existence it is unhappily a natural conclusion that they are not as isolated as one would fain hope. That such things can be done is rendered possible solely by the co-operation of agents living in different places, and usually in different countries combining their modes of action, in the hope of gain large enough to cover the expenses and the risks of the enterprise and to profit by it. But such co-operation is not organised for one single project nor for one single day.

It is, then, obvious that the convictions which gave birth to the idea of the Congress are in no way exaggerated, and it is the bounden duty of philanthropic societies, as well as of Governments, to lend their best aid to the attainment of its objects.

Several questions have been put by the organising Committee, to which answers are given as follows:—

Question I., *a*, *b*, *c*.

Here we must make certain distinctions. For the case of women of full age, our legislation has no penalties, either for incitement to vice or to prostitution, whether in France or abroad.

Respecting the free choice of the individual our law considers the adult woman as capable of defending herself against suggestions from without, and holds that her consent deprives the act, which may have entailed suffering upon her, of all criminal character. If there has been fraud, she has her civil remedy, but even in this case no criminal charge can be brought by her.

Violence, attested by specific threats, by acts of physical brutality, or by shutting her up, might give cause of action, but the action can only be grounded on the acts themselves, without reference to the end sought by the doer of the acts.

The law is different in the case of minors (*i.e.* under 21) of either sex, who are protected, in case of any sort of incitement to vice or corruption, by the penalties contained in Articles 334 and 335 of our penal code, but to fall under these heads the incitement must be so often repeated as to be *habitual.*

Heavier penalties still are imposed by Articles 354, 355, 356, and 357 of the same code if the minor has by fraud or violence been abducted, decoyed, enticed away, or removed from the places where such minor has been placed by those having authority over her or him.

The actual texts are as follows:—Art. 334. Any person guilty of an offence against morals by habitually inciting, favouring or facilitating the debauching or corruption of young persons of either sex below the age of twenty-one years shall be punished by imprisonment of from six months to two years, and a fine of from 50 to 500 francs. If the prostitution or corruption has been incited, favoured or facilitated by the father, mother, legal guardian or other person charged with their superintendence, the penalty shall be from two to five years' imprisonment and 300 to 1,000 francs fine.

Art. 335 adds the temporary loss of rights of guardianship and of "*curatelle*" (a form of trusteeship) and of any share in the "*Conseils de Famille.*" The father or mother is further deprived of rights and advantages flowing from *patria potestas.* The incriminated person may also be put under police surveillance, a penalty now replaced by "*interdiction de séjour.*"

Art. 354. Whoever shall, by fraud or violence, have abducted or caused to be abducted any minor, or shall have decoyed, led away or removed them from the places where they had been placed by those under whose authority or direction they had been subjected or confided shall suffer the penalty of imprisonment.

Art. 355. If the person thus abducted or decoyed is a girl under the full age of sixteen, the penalty shall be penal servitude of from five to twenty years (which carries with it civil degradation and loss of civil rights). If the ravisher be not yet twenty-one years old, he shall be punished by imprisonment for from two to five years.

Art. 357. Where the ravisher shall have married the girl he has carried off, he can only be tried on the complaint of persons who, by the Civil Code, have the right to demand a declaration of nullity of marriage, nor can he be sentenced until the decree of nullity of marriage shall have been pronounced.

Would these provisions of the law be indirectly applicable to the special fact of seduction committed in France with a view to prostitution abroad, and also to the reception and retention in a French house of women or girls seduced abroad?

In the first case, that of a victim of full age, it would be possible to take into account the facts of menace or of actual violence, or that of concealment, and, if it were a case of minors, the crime of enticement, or the fact of complicity in habitual instigation to debauchery in foreign countries.*

* Art. 60. All those shall be punished as accomplices of a misdemeanour or crime who . . . . shall have procured arms, instruments, or any other means, which shall have been used in committing such crime or misdemeanour, provided that they so procured them knowing that they would be so used; and also those who knowingly shall have aided or assisted the doer in the acts which shall have prepared for or facilitated the crime or misdemeanour.

In the second case, that of complicity in acts of violence committed in the country where the seduction takes place, and, in the case of minority, of habitual instigation to debauchery or complicity in the seduction of the minor.

Thus it is evident that French law is not without weapons, although there could not have been prevision of the fresh fact which to-day so properly preoccupies the minds of humanity. If, nevertheless, that law proves so often ineffective, it is, as has been already pointed out, solely because of the difficulty found by most victims in making their case known, or because, for want of an international compact, the necessary simultaneous investigations cannot be made on both sides of the frontiers of the States which share the crime, and for the same reason charitable societies are powerless to extend a sufficient protection.

Nevertheless, it may be desirable that there should be a law, to complete the penal enactments here indicated, which have in view quite specially the fact of seduction for prostitution, and that it should be extended to cover the case of deceived women and girls when they have been the victims of fraudulent manœuvres to secure their consent.

In addition it must be noted that the Law of May 27, 1885, on the *banishment* of persons repeatedly condemned to imprisonment, includes the fact of *habitually subsisting on the prostitution of others on the public road.* Frequent proceedings are taken against individuals known by the name of *souteneurs*, who give themselves to these shameful practices. In Paris alone 239 arrests were made in 1897, and that all did not lead to sentences is owing to an imperfection in the text of the law, which the legislature is on the point of correcting.

To get thorough hold of facts of this sort would be an excellent way to help forward the object aimed at by the Congress. The agents of seduction for prostitution are most frequently to be found among the *souteneurs*, and it is much to be desired that an understanding should be created between the Governments so that this offence (which assuredly exists in all countries), may be thoroughly put down.

The French law on *rélégation* affixes to it a penalty of three to six months' imprisonment, which may be doubled for the second offence, with *interdiction de séjour* for from five to ten years, and *rélégation* after a certain number of sentences. The Bill already passed by the Senate and now before the Chamber of Deputies notably increases the penalty and modifies the definition of the offence so as to secure its more complete expression. It is as follows :—

Any persons who shall have aided, assisted, or abetted the prostitution of others on the highway or in places gratuitously accessible to the public, or who shall have shared its profits, shall be condemned to an imprisonment of from three months to two years, and a fine of from 100 to 1,000 francs. They shall also, at the expiration of their sentence

be subject for at least five years, but not more than ten years, to *interdiction de séjour* as decreed by Article 29 of the Law of May 27, 1885. In case of repeated offence within five years, and if the last sentence has been for more than six months imprisonment the tribunals may also pronounce sentence of *rélégation*.

QUESTION I. *d*.

In France, and especially in the large towns, a large number of such establishments exist. Women have usually only been employed there to induce the public to spend money. Their principal business, whether they be servants or foreign women brought there for the purpose, is to join in conversation with the clients of the house, to sit beside them, and to accept and share what they consume. It is easy to understand by what sort of seduction they fulfil this office. There is no more active agent of demoralisation.

Most of these unhappy ones lose their health there, and reach, in their habits of intemperance and vice, a pitch rarely surpassed anywhere.

The offence of habitual instigation to debauchery might be set up in case of minority; but no law forbids this sort of taking advantage of women of adult age. Municipalities might really, in virtue of the general police powers belonging to them, forbid the service of women in cafés, public-houses or drinking shops. They rarely exercise their right in the provinces, and never in the large towns.

The police would certainly intervene in Paris if too young girls were engaged for such service, or if women, even of full age, complained of being held to it against their will. But it would seem that their help is not called for, voluntary dissipation amply sufficing to recruit these ranks.

This impotence of our legislation in respect of one of the greatest scourges of the present hour has more than once called forth protests, and been the motive of proposals to provide a remedy.

One of the Chambers is at this moment busy with a Bill relating to the control of public-houses and drinking shops, which, replacing by a system of licenses the liberty established by the law of July 17, 1880, would punish with heavy penalties establishments convicted of favouring prostitution, and would enable the tribunals to order them to be closed.*

* Proposal for a law relative to the regulation of drinking shops lodged with the Senate on the 27th of March, 1899, by Messrs. Siegfried, Bérenger, etc., etc.

Art. 10. All café holders, public-house landlords, and other sellers of liquors to be drunk on the premises, who knowingly afford to women or girls of disorderly character, whether employed or not in their establishments, the means to practise prostitution, shall be condemned to imprisonment of from three months to two years, and to a fine of from a hundred to a thousand francs.

The shop shall be ordered to be closed.

QUESTION II.

On the second point, the French subject who shall in a foreign country have committed a crime or misdemeanor provided for by the French law may have proceedings taken against him in France if he has not been sentenced for the same act in a foreign country. But these proceedings can only be instituted after his return to France and extradition cannot be asked for in his case. (Article 5 of the Code of Criminal Instruction.)

QUESTION III.

The police exercise, as has been said above, an active surveillance. Certain private institutions also zealously intervene.

QUESTION IV.

The police authorities certainly are well aware of registry offices which send women or girls to foreign countries, especially to countries where passports are still obligatory. But they are at present not authorised to entertain suspicions with regard to these agencies recruiting for prostitution.

The attention of the police has, however, been called to the large number of young girls proposing to go to Russia, especially to Poland, a number amounting to as many as two or three hundred annually. The following precautions have therefore been taken :—

The police endeavour to become cognisant of the contracts signed by the girls with the agents who have debauched them. These contracts have, it would seem, all the appearance of being drawn in good faith. But further investigations are being made because a certain proportion of them appear to conceal the real age of the emigrants, because the wages promised are calculated on the nominal value of the rouble,—which may expose the girls to deception—and because a certain number of them who are mere domestic servants are engaged as artistes.

If the girl be a minor the passport is only given on the express demand of the parents. Even women of full age are made aware of a letter written in 1884 by the French Consul at Warsaw, who tells how such emigrant women are exposed, on their arrival, to all the dangers which isolation and poverty bring in their train ; and the rude awakening which awaits them is attested by numerous applications addressed to the Consulate for help or to be sent back to their native country. It is further observable that this warning, against which the agents are careful to forewarn their clients, usually remains unheeded.

QUESTION V.

There is no public institution which can properly be said to have this object, but the greater part of the private lay or religious organisations belonging to all sects, which concern themselves with young girls, have

no more constant preoccupation than this. Convents, asylums, all kinds of charities, institutions acting as registry offices, as centres of labour, preventive workshops, workmen's restaurants, trade associations, &c., &c, devote themselves with most laudable zeal to this work of prevention.

The Catholic and Protestant Societies of the *Amies de la jeune fille* call for special mention. Their ramifications spread to all the countries of Europe, and render the greatest services. In some towns special supervision is exercised in railway stations, devoted ladies awaiting the arrival of young girls and taking them under their protection. Printed warnings are placarded inside the stations.

QUESTION VI.

No. Usually the facts, as has been already said, cannot be ascertained.

QUESTION VII.

It is necessary, first of all, to be precise. According to French notions, simple persuasion addressed to women already familiar with the sort of life into which it is sought to bring them, can afford no ground for penal action. Outside such cases it would, in the first place, be desirable that a complete agreement should be brought about among the legislatures of the different countries taking part in the Congress, as to the character of the offence and the penalties to be affixed. The frequently very delicate difficulties which are now met with, whether in prosecuting for offences, the earlier stages of which must be completed beyond the frontier, or in the application of extradition treaties, arise chiefly from the diversity of our penal laws. It would greatly simplify the understanding which it is sought to establish between the Governments if an agreement were first arrived at as to the description of the punishable act, and the penalty to be attached to it.

In 1895 the French Senate adopted the following article in a Bill about prostitution which is now before the Chamber of Deputies :—

> "Incitement to immorality for the purpose of prostitution by violence or fraud, or the use of means to constrain a woman, even if of full age, to give herself up to prostitution, shall be punished with . . . . . ."

This might form a useful basis for discussion. It would, at any rate, be well to add the words "or by abuse of authority" which would render possible the prosecution both of the husband or father who by moral compulsion drives his wife or daughter to prostitute herself, as well as of the wretch who, as more frequently happens, obliges the girl he has ruined to prostitute herself that he may subsist on the wages of her immorality.

It would be well also to establish a connection between the different

Governments for mutual aid and assistance in ascertaining the fact of the offence, the country competent to take proceedings, and for reciprocal extradition of accomplices even in mere police cases, when the accomplices belong to the nation taking proceedings, and in case these last named are foreigners, and supply to their own Government all information necessary to secure their conviction.

But repressive measures will not suffice alone. They have the great fault of coming into effect only when the wrong is already done. Preventive measures must be devised. And here the efficacy of Government intervention is obvious. It is indeed indispensable for a large proportion of such measures, for vigilant watching of places where prostitution is practised, for supervision of points of departure and arrival, for official warnings, for enquiries into suspicious cases, for immediate action where necessary, for concentration of police information, for collection of statistics, etc.

But much may be asked at the hands of philanthropic societies also, as the organisers of the Congress have clearly understood. Their action may be of two sorts. They may keep themselves in constant touch with the different authorities in their country, to secure their ceaseless vigilance, to urge their taking the necessary steps, to serve as intermediaries between them and the unhappy ones who may need help, to obtain the necessary means of return to their native country, and to acquaint the authorities with facts that have come to their knowledge. They may also organise among themselves satisfactory protection for those whom they are bound to help. And here their work may be considerable and decisive. They may put in their oar to give warning to those interested, and to their friends, whenever the departure of any woman or girl becomes known, and this knowledge may arise not only where the formalities of a passport are necessary, but everywhere where the journey requires the entry of a name on the company's register or where a reduced price ticket has been asked for. They may take the same opportunity to make inquiries about the reality of the situation promised. And, if the woman or girl has already started, they may inform the corresponding societies in the country she has gone to, so that, warned in their turn, they may put themselves in communication with the emigrant, investigate the reality and respectability of the situation, and cease their aid only when they are sure that their charge is safe from bad influences. But in tracing these lines I seem only to reproduce the work done in different countries by the societies for helping girls, spoken of above.

Thus would many a fall be averted.

The organisation of this most desirable agreement is, no doubt, a delicate piece of work. But it would seem capable of realisation, at all events, in its principal features, by taking the following steps :—

1. The International Committee which will succeed to the Congress should have a complete and exact list of all the societies in different countries, which will suffice to carry out its objects, a list of which shall be communicated to the Governments and to each associated society.

2. The preparation of clear and precise instructions to these societies, defining the extent of their rights and duties.

3. The consent of the Governments to put themselves in communication and collaborate with those societies which will be specially designated to them as accredited by the International Committee.

Some members of our Committee were wishful to add to these proposals a desire for the abolition of regulated prostitution, holding the opinion that the most efficacious mode of destroying the "white slave trade" would be to suppress the tolerated houses for which it is usually carried on.

But it was pointed out to them that they would not obtain unanimity on this point, as it is practised for clandestine as well as for licensed prostitution; that a disagreement might arise which might have the result of distracting the Congress from the more general and more urgent question it is summoned to discuss, and would excite the grave suspicion and opposition of several Governments, and thus risk compromising the unanimity which is so much to be desired.

They consented to give way to these considerations, and while energetically maintaining their full convictions, agreed to sacrifice their demand to the cause of general agreement.

Conclusion.

The resolutions which we have the honour to propose to the Congress are, therefore, the following:—

I.—To express the desire that an agreement be entered into between the Governments—

1. To fix a uniform definition of the offence, which definition might be as follows:—

"... by violence, fraud, or abuse of authority, for prostitution, the use of the same means to compel a woman, though of full age, to give herself up to prostitution, shall be punished with from two to five years, and a fine of from 500 to 5,000 francs."

2. To impose in every country severe penalties on those who live on the prostitution of others.

3. For the simultaneous investigation of the offence to take place in concert in each country when the circumstances arise in different countries.

4. That the decision in which of these countries the trial should take place should cut short any possibility of conflict.

5. That international treaties of extradition should permit the extradition of natives of the different countries who are accused, in case they have left the territory: also to arrange for the communication to the interested countries of documents necessary to enable them to bring to trial in their own territory accomplices who are their own subjects.

II.—To create an intimate and constant agreement between the philanthropic and charitable societies in different countries, in order that they may give notice to each other of suspicious departures, and also take under their protection foreign emigrants.

For this purpose to provide—

1. That an exact and complete organisation, to survive the Congress, be established by the International Committee in each country, consisting of all the societies able and willing to fulfil this duty.

2. That this organisation should be in contact with all the Governments and all the societies.

3. That clear and precise instructions be framed by this Committee to define the duties and modes of action of these societies, and be sent to them.

4. That these societies in each country hold a meeting to decide which of them shall be specially charged with the duty of making communications to the Government, and receiving communications from it.

GERMANY.

Report by Count von BERNSTORFF.

QUESTION I.—What is the existing legislation of your country for the punishment—

(*a.*) Of persons who in any way corrupt or facilitate the corruption of girls under twenty-one, whether by persuasion, intimidation, fraud, or in any other way ?

ANSWER.—Persons who seduce an innocent girl under the age of sixteen to have carnal intercourse, are punishable by imprisonment not exceeding one year.

Only parents or guardians of the seduced girl can institute proceedings in such a case. (Code, s. 182.)

Whoever habitually, or for the sake of gain, directly or by providing opportunities, promotes immorality* is punishable by imprisonment for procuration, and is also liable to loss of civil rights, and to be placed under police supervision. (Code, s. 181).

(*b.*) Of persons who induce women to become common prostitutes ?

ANSWER.—Procuration, even where not practised habitually or for the sake of gain, is punishable with penal servitude up to five years.

(1.) If fraudulent devices are used to facilitate immorality.

(2.) If the accused stands in the relation of parent to child, guardian to pupil, or of minister, tutor, or teacher to a person whom he has to educate or instruct.

(*c.*) Of persons who induce women or girls to quit your country for a foreign State with a view to enter upon an immoral life in the foreign State ?

ANSWER.—Any person, who induces a woman to leave her country with a view to enter upon an immoral life, by fraudulently concealing that purpose, is punishable by penal servitude up to five years, and with loss of civil rights ; police supervision, and a fine of from 150 to 6,000 marks may also be imposed. (Emigration Law, s. 48).

The like punishments may also be extended to persons who, being aware of the object and circumstances, deliberately assist in the emigration of such a woman : in the event of mitigating circumstances three months' imprisonment is the least punishment for such an offence, with a fine of from 150 to 6,000 marks.

N.B.—Sec. 48 of the Emigration laws deals to some extent with the questions touched under Nos. 1 (*c*) and 3. (Question 1 (*c*), refers to

* The word "unzucht" includes carnal intercourse, keeping brothels, and letting houses to prostitutes; it is wider than "prostitution."

the inducement to leave the country with a view of leading an immoral life in a foreign land.)

Sec. 48, subs. i., however, deals only with cases where the aim has been artfully disguised or kept secret.

Sec. 48, subs. ii., deals with what is really meant by Question III.

The authorities having the control of emigration, deal with infractions of this enactment.

(*d.*) Of persons who employ young women in places of public entertainment where drink is sold under circumstances calculated to expose them to inducements to lead an immoral life?

According to a decision of the "Imperial Court of Justice" keepers of public-houses are punishable for procuration if they habitually or for gain favour or conduce to immoral or indecent acts (as for instance with waitresses) by providing opportunities for their commission.

QUESTION II.—What arrangements are in force for obtaining or granting the extradition of persons concerned in the commission of any offences under Question I., which are recognised by your law, or for punishing citizens of your country who commit such offences in a foreign State?

ANSWER.—(A.) Extradition treaties exist between the German Empire and—

(1.) Italy, see Art. 1, No. 9, agreed 3rd October, 1871.

(2.) Switzerland, see Art. 1, No. 9 of treaty of extradition, 24th January, 1874.

These two treaties deal with procuration of immorality by minors of either sex, in all cases where this offence is punishable by the laws of the respective countries.

(3.) Belgium, see Art. 1, No. 14, of treaty of extradition, 24th December, 1874,

(4.) Luxembourg, see Art. 1, No. 14, of treaty of extradition, 9th March, 1876.

(5.) Sweden and Norway, see Art. 1, No. 12, of treaty of extradition, 19th January, 1878.

(6.) Spain, see Art. 1, No. 14, of treaty of extradition, 2nd May, 1878.

(7.) Uruguay, see Art. 1, No. 14, of treaty of extradition, 12th February, 1880.

These five treaties deal with habitual procuration of immorality by minors of either sex.

(8.) Congo States, see Art. 1, No. 14, of treaty of extradition, 25th July, 1890.

(9.) The Netherlands, see Art. 1, No. 8, of treaty of extradition, 31st December, 1896.

These two treaties deal with procuration.

(10.) Austria and Hungary, see Art. 1, of the German United States, 26th January, 1854.

This treaty deals with procuration and seduction punishable under Sec. 182 of the German law in so far as the like offence is punishable under the Austrian law.

(B.) Respecting the second part of Question II., attention is called to Sec. 4, No. 3 of the penal code. A German who has committed in a foreign country an act which is regarded as a crime or misdemeanour by the law of the German Empire, and which is punishable by the law of that foreign country, may be prosecuted according to the penal laws of the German Empire.

Sec. 5. In cases within Sec. 4 (3), prosecution is barred, if—

(1.) The law courts of foreign countries have given a valid decision as to the offence, and the accused is acquitted or has undergone his sentence.

(2.) If the prosecution or the punishment under the laws of foreign countries are barred by prescription, or the penalty has been remitted.

(3.) If no complaint has been preferred by the injured person where that is necessary under the laws of the foreign country.

QUESTION III.—Whether the State, or any private organisation has taken steps at the ports to ascertain, whether female emigrants on ships leaving these ports are being induced to go abroad with a view to entrapping them into an immoral life in a foreign country ?

See 1 *c* and explanation at the end of Sec. 48.

QUESTION IV.—Whether the police of your State has formed any trustworthy list of persons reasonably suspected of being concerned in the white slave trade, or has adopted any system by which the public may be warned against these people, and women may be protected or rescued from their machinations ?

ANSWER.—Thus far special lists or registers are not kept. Whenever dealers in women (generally foreigners) are announced the press is put on the alert and all the police authorities communicated with.

QUESTION V.—Whether any private or public organisation exists for warning girls seeking employment away from their own domicile against the machinations of procurers, for providing them means of verifying the

honesty of employment offered them, and for informing them of trustworthy persons or places of temporary residence to which they can safely resort in case of any difficulty in obtaining honest employment, or when they have found themselves in danger of being entrapped into an evil life?

ANSWER.—There exist no public, viz., State organisations for that purpose solely.

The consuls in foreign countries will certainly give advice and render assistance if any such case comes to their knowledge.

QUESTION VI.—Whether any official or trustworthy statistics have been prepared showing the extent to which young women of your nation have been induced to go abroad to an immoral life?

ANSWER.—No statistics of this nature are kept.

QUESTION VII.—What do you regard as the best basis for an international treaty, or a change in the laws of the various nations, whereby to prevent women belonging to any State from being entrapped into a foreign State for the purpose of being driven or persuaded into an immoral life there?

ANSWER.—International agreements to prevent this traffic should be directed towards organising the dissemination of news about dealers in women, and towards strictly watching all the large ports.

To procure the return to their own country of females who have been decoyed away, an exchange of protocols about their treatment when they are discovered in a foreign country leading an immoral life, and a mutual understanding to send them home when called upon to do so, are also recommended.

UNITED KINGDOM.

Report by WILLIAM FIELDEN CRAIES, Esq., Barrister.

AT the outset it is necessary to point out that, owing to historical causes, and the enormous extent of the British Empire and the complexity of the system for legislating for its component parts, there is no Criminal Code common to the whole empire. In fact the Criminal Laws even of England and Ireland are by no means identical, while that of Scotland is completely distinct from either. Each colony and dependency has its own Penal Law, having a general likeness to that of England, but often differing in many details and seldom or never contained in Acts of the British Parliament.

But since public attention has been drawn to the mischief wrought by the corruption of women and girls there has been a strong tendency in the autonomous colonies and even in some of the Crown colonies to copy and in some cases to improve upon British legislation against the white slave traffic. [Instances of this will be given later.]

But in the main this paper must necessarily deal with the law of England, as being at once the most important and as being the law by reference to which crimes are defined for the purposes of extradition.

QUESTION I.

It is an offence:—

(i.) By threat or intimidation to procure or attempt to procure any woman or girl to have any illicit intercourse within or without the Queen's dominions (48, 49 Vic., c. 69, s. 3 (1)).

(ii.) By false pretences or false representations to procure any woman, not being a common prostitute or of known immoral character, to have any illicit intercourse within or without the Queen's dominions (48, 49 Vic., c. 69, s. 3 (2)). This provision has been used to punish married men who have seduced girls under promise of marriage.

(iii.) To give a woman or girl any drug with intent to stupefy or overpower her with a view to facilitate illicit intercourse with her (48, 49 Vic., c. 69, s. 3 (4)). This last provision by no means exhausts the law as to drugging with the object of committing sexual offences.

It is also an offence to procure or attempt to procure any female under twenty-one *(mineur)*, who is not a common prostitute or of known immoral character, to have illicit intercourse with any person

other than the procurer, whether within or without the Queen's dominions (48, 49, Vic., c. 69, s. 2 (1)).

There is no public register of prostitutes, nor any official means for ascertaining whether women who ply that calling have voluntarily taken it up, or have been enticed into it by fraud, or have been driven to it after seduction and because no other life is open to them.

But the law contains the following provisions punishing those who induce women to become common prostitutes :—

(i.) It is a misdemeanour (*délit*) for two or more persons to combine or contrive to procure the seduction or debauching of any woman or girl, or to induce any woman to become a common prostitute. This has long been the law, but as combination of two or more persons was necessary to constitute the offence, prosecutions were rare and the law ineffective.

(ii.) Since 1885 it has been a misdemeanour (*délit*) for any person to procure or attempt to procure any woman or girl to become a common prostitute either within or without the British Empire, or to leave the United Kingdom with intent that she may become an inmate of a brothel elsewhere outside the United Kingdom, or to leave her usual place of abode in the United Kingdom, not being a brothel, with intent that she may for purposes of prostitution become an inmate of a brothel within or without the British Empire (48, 49 Vic., c. 69, s. 2).

This enactment was passed in consequence of the discovery of a system by which English girls were entrapped to Belgium by procurers and immured in *maisons tolérées*. An official enquiry was made into the subject and a report made by Mr. T. W. Snagge, now a Judge of County Courts.

(iii.) Since 1885 it has been also a misdemeanour to detain any woman or girl against her will in (*a*) any house of ill-fame, or (*b*) in any house with intent that she may be unlawfully known by any man, whether a particular man or generally. It is detention to withhold wearing apparel or other property with the object of compelling or inducing her to remain, or to threaten legal proceedings if she leaves the place with wearing apparel lent or supplied to her, and no legal proceedings can be taken by the lender or provider of apparel taken away with her by a woman leaving the brothel or house (48, 49 Vic., c. 69, s. 8). This provision was directed against the methods by which *proxénètes* kept their victims in debt for clothes and necessaries, and threatened them if they attempted to escape.

Under a magistrate's warrant, obtained on the application of relatives or persons *bonâ fide* acting in the interests of a woman or girl, a superior officer of police may search premises in which females are supposed to be unlawfully detained for immoral purposes (*ut supra*, iii. *b*).

If the female is under 16, or if 16 or over, and under 18, she is detained against the will of her parents or guardians, or if 18 or over she is detained against her own will, then, if found, she may be removed (48, 49 Vic., c. 69, s. 10), and the magistrate may, by the search warrant or another warrant, direct proceedings against the person guilty of the detention.

In England houses of ill-fame are not tolerated by the law. Any person who sets up such a house is liable to prosecution for a public nuisance. Prosecutions for the offence are rarely instituted by the police. They may be instituted by any persons, neighbours or not, annoyed or scandalised by the use to which the house is put, or by the overseers of the parish in which it is situate if they receive complaint from two inhabitants who will undertake to prove the accusation. The trial is usually now before a Court of Summary Jurisdiction (48 & 49 Vic., c. 69, s. 13), but may, if the prosecutor prefers it, take place before a jury. The result of this condition of the law is to make large establishments like *maisons tolérées* somewhat rare in England, and to distribute loose women about towns in their own lodgings. The so-called massage establishments which have lately been much advertised in London, when their title is a cloak for a house of ill-fame, and does not indicate a genuine medical treatment, fall within the penalties of this branch of the law.

In the same way the calling of prostitute is unlawful; but it is not at present punished unless the woman causes public annoyance in the streets by solicitation, or by behaving violently or indecently, or (5 Geo. IV., c. 83, s. 4) unless she keeps or assists in keeping a house or a room under circumstances which bring her within the law above stated. Men who persistently solicit for immoral purposes in public places are punished as rogues and vagabonds (61 & 62 Vic., c. 39).

There are no specific provisions in English Law for punishing persons who employ young women in places of public entertainment where drink is sold, under circumstances calculated to expose them to inducements to lead an immoral life. But, as a general rule, waitresses are not employed in restaurants where drink is sold, or if employed have their work within the bar, and do not move about the premises as in certain classes of foreign cafés; and they are usually required to dress quietly.

The conditions regulating the supervision of houses licensed for the sale of intoxicants are stringent, and are enforced by the police, and the proprietors are, as a general rule, careful not to risk loss of their licenses, by permitting disorder, or by allowing persons of bad character to remain on the premises longer than is requisite for necessary refreshment.

Places of public entertainment also require licenses: and the County Councils, especially in London, are strict in their requirements as to public

order and decorum, and the conduct of so much of the business as involves the sale of drink; and any establishment which was clearly shown to expose its employees to temptation with a view to increase its business, would almost certainly lose its license.

QUESTION II.

Most of the Extradition Treaties in force between Great Britain and Foreign States were concluded prior to 1885, the year in which were passed the chief provisions of the law calculated to prevent or punish the white slave trade. They consequently do not include these offences in the list of extradition crimes. So far as the British Government is concerned, there seems to be no difficulty in including all the offences created by the Criminal Law Amendment Act, 1889; and in the treaty with Russia, made in 1886, some of these offences are specified. But unless the legislature of the other contracting Power punishes the offences in question, there is not that reciprocity which would justify inclusion of all these offences, and it would probably be desirable to amend the list of extradition crimes scheduled in the British Extradition Acts, so as to give a specific authority to the Foreign Office to include them in future treaties, or in supplementary arrangements with the Powers with which treaties have already been concluded and brought into operation.

QUESTION III.

The State has not taken any systematic steps to ascertain at the ports whether female emigrants are being decoyed abroad for immoral purposes. In a case of suspicion the officers of police and Customs, and of the Board of Trade would no doubt be able to act promptly and effectually; and the Merchant Shipping Code requires emigrant runners and passage brokers to be licensed, and contains certain elaborate regulations as to the management of passenger ships. Prosecutions have occasionally been successfully instituted against persons, who, by fraud, have decoyed Jews from Russia to England, and have cheated them as to passage money; but there do not seem to have been any proved cases of decoying girls for immoral purposes. Of the emigrant ships going to Australian colonies with assisted emigrants, at present very few are under very strict regulations to prevent risk of corruption of the unmarried women going out.

Under the Aliens Act of 1836, the Customs can demand a list of all foreigners landing in English ports. The statute is used only for statistical purposes, there being no power at present to exclude aliens, and no legislation in force of the stringency of that passed by the United States. But there is no doubt that the Customs' officials, who obtain the lists, could also, if necessary, do a good deal to trace any

importation for immoral purposes. At present, there seems to be no direct authority under English law to exclude or banish any alien, however objectionable.

QUESTION IV.

Judging by the large number of prosecutions and sentences under the Vagrancy Act of 1898, the police have a considerable amount of information with respect to persons trading on the vice of others.

It is probable that at Scotland Yard much information exists as to persons concerned in the white slave trade; but the information is not available to the public, though, no doubt, it would be at the service of the police of a Foreign State on application through the proper channels.

The English police have not adopted any system of warning the public against such persons, or protecting or rescuing women from them, but they are usually quick to arrest and prosecute any person whom they find contravening the law on the subject. The business of systematic warning is left to voluntary agencies.

QUESTION V.

The most satisfactory basis for an international arrangement to suppress the white slave trade would be:—

(*a.*) To enact a law in each State punishing the inveigling abroad for immoral purposes of any female subject.

This law might be substantially in the terms of the English Act:—"Any person shall be guilty of a misdemeanour who procures or attempts to procure any woman or girl to leave *the United Kingdom* with intent that she may become an inmate of a brothel elsewhere." To which might be added the words *or that she may be debauched or lead an immoral life elsewhere.*

To make this law effective it would be necessary to give the police powers of immediate arrest of any person whom they reasonably suspect of being engaged in taking girls abroad for immoral purposes, or of using advertisements or other means with the object of inducing girls to go abroad for such purposes; and the accused person should have cast on him the obligation of proving that the situation or employment abroad for which the girls were engaged or intended is respectable. This obligation would be reasonable, because a person who makes it a business to take girls abroad has better means of knowing about the places or employment than the police or judicial authorities of his own country.

It might be desirable to require registration in a public office of the engagements of women who are to be taken abroad, when the department concerned could make and enforce regulations which would prevent women from being entrapped into a foreign country.

(*b.*) To include the offence in all extradition treaties.

(*c.*) To have careful supervision of all vessels leaving port, in order to see that young female emigrants are in proper care and under proper supervision.

The great difficulty will arise in cases where women are taken out of their native country by land, either into the country in which they are to be sold, or in transit to a port from which they are to be shipped off. The consular officers of the State of destination might be of service if they were given the power possessed by those of the United States for stopping the embarkation of undesirable emigrants.

Report by PERCY WILLIAM BUNTING, Esq.

IN discussing this international question from a British point of view it is necessary to point out the differences in the conceptions which underlie the statutes and codes of England and of some other countries. In England great respect is paid to what we call the liberty of the subject, and we are very jealous of establishing laws which, by increasing the force and range of State and police activity may narrow the freedom of action of the individual in the pursuit of his own objects. On the other hand this very question gives rise, in the detection and prosecution of crime, as well as in those works of temperance which do so much to remove the causes of crime, to an amount of voluntary labour, in aid of any movements of the public authority, which is proportionate to our habits of private initiative and ready association. And it must be added that our conception of the duties of the State has in late years been expanding.

The subject, however, which occupies this Conference is one of law, of the range of the offences to be visited with punishment, of the international definition of crimes and the assimilation of codes, of mutual arrangements for facilitating detection, arrest, and trial, the preparation of evidence, and even the nature and limitations of evidence. We are in presence of a vast evil, in which the subjects of all nations are involved, and we can here compare notes, bring together information, and hammer out the principles of law and of comity by which we may together succeed in suppressing a slave trade.

It is not necessary for me to spend the time of the Conference in proving the existence of the trade in girls for immoral purposes. We

have come here because we know of it. There is plenty of evidence; the records of both British and Foreign Law Courts supply instances in which it has been brought to light, although it is, of course, kept secret as far as possible.

But as public documents are necessary as a foundation for public action, it is as well to recall the fact that the attention of the British Government was called to the trade, especially between England and Belgium, about the year 1880, and in 1881 our Home Office sent a Commissioner to Brussels to report upon it. Mr. Snagge's report established a large number of cases, and showed that in some instances the agents had been detected and punished, but punished, apparently not for carrying on the traffic itself, but for falsifying certificates; and in one case extradition was obtained on a charge of obtaining money by false pretences. The report proved slavery up to the hilt; the English law protecting women and girls was much strengthened in 1885, but it is well known that the trade has not been stopped. The Jewish Committee have in recent years dealt successfully with several cases of fraudulent carrying off of girls to foreign countries for immoral purposes, and both that committee and the National Vigilance Association have constantly come upon such cases where, owing to want of timely information, or to the lack of strict legal evidence (and the English law of evidence is very strict), or the tampering with witnesses, it has proved impossible to bring the guilty parties to justice.

No one can be surprised that while vice is practised and money can be made out of it, it should give rise to a trade, carried on by third persons, *entrepreneurs* and their agents, or that the trade should, with the facilities of modern civilisation, have command of large capital and resources. Certain it is that there is a regular trade in young girls who are bought and sold, imported and exported, to and from the ports and cities of Europe; that the trade is influenced by the ordinary laws of supply and demand, and that the capitalists have their purveyors and agents in other countries than their own, who recruit likely subjects for the business. It will naturally occur to remark that such a traffic involves slavery, whereas the status of slavery is abolished in civilised Europe, and any person can claim her freedom. The answers are, first that a girl once compromised tends to fall into an obscure pariah class which has not the usual protection against oppression afforded by the habits of society; that the unprotected condition is doubly dangerous when she is once in a foreign country in which she has no friends, and of which she does not understand the language; that many of the girls are minors, and that in such circumstances acquiescence may be easily enforced.

The business is an international trade, kept up very much by the movement of girls from one country to another, and in a very large

number of cases the movement has not the nature of emigration, or free voluntary movement of adults, but of export, that is, movement of persons under stress of fear or fraud, often minors incapable of consent. The method of the agent's procedure is usually to prowl about and get into conversation with young girls of from sixteen to eighteen years of age, especially orphans, talk to them of good situations to be obtained abroad as barmaids or actresses, easy life, fine dress, and good wages,—all appearing to these silly girls respectable enough. They agree to go ; they are taken over by the Ostend or Dieppe boat, or are shipped direct to Buenos Ayres or Cape Town (for Johannesburg), and only when they arrive at their destination are they told what they have come for. They have no money to go back, nor any friend ; they do not know how to communicate with the police or make their position known to any one, and often do not understand the language. After a short fight they succumb.

It is only fair to say that there are not a few cases in which the girls do know, before they start, what business they are going to. The procuress in London looks out for likely girls already on the streets, and holds out to them the hope of a still easier life and larger profits in some foreign or colonial city. These cases do not in an equal degree appeal to our sense of indignation, but into these also the element of fraud enters ; none the less are they sold, and whether the price is paid on this side or in the Colony on arrival at the house of ill-fame, comes to the same thing. It is still practically an immoral international traffic in human flesh.

As an illustration of the legal difficulties in the way of putting down this trade I may refer to a case which came before the Law Courts at Bordeaux, some years ago. A man, who said he was a German, called Neumann, but was believed to be a native of Constantinople, presented himself at an emigration office at Bordeaux, and asked for passages for himself and his wife and two daughters to Buenos Ayres. The birth certificates of the daughters looked as if they had been tampered with, and Neumann and the woman were arrested. The woman, on being examined, confessed that Neumann and she carried on a regular trade in importing European girls for South American brothels. These two girls had been furnished to them for 30 marks each by their regular collecting agent in Munich, and were induced under promise of good situations, etc., to go with them to Geneva. Once in Geneva, away from their friends and their own language, they were told what they were wanted for, but had no resource but to do as they were bid. Neumann had exported hundreds in this way. Now mark the result. Here the girls were stopped in time. Neumann had no doubt committed two crimes :—he had incited minors to debauchery, and he had falsified certificates. Both, however, had been committed not in France, but in

Germany or Switzerland ; and though both he and his accomplice were prosecuted for the falsification, the Bordeaux tribunal was compelled to acquit them, and they may even still be carrying on their infamous and cruel business.

In a recent case in England a woman was prosecuted for abducting three girls from Belgium, and bringing them to England for immoral purposes. Abduction could not be proved, because two of the girls were over eighteen—the age beyond which abduction is not criminal—while the third and youngest had left her home some time before. The woman was no doubt guilty of procuring, but not *here*, and she was acquitted ; and, that offence not being included in our extradition treaty with Belgium, she would have gone unpunished, but that she was foolish enough to go back to Belgium, and was there re-arrested.

I will not multiply instances. The whole trade is a disgrace to civilisation, and ought to be put down with the utmost rigour.

Now, as to the principles of law concerned, I should think there need be little difference of opinion. The Common Law of Europe strikes at the prostitution of minors, and while no State can undertake to punish vice in adults merely as vice, yet as soon as third parties carry on a trade in it, it may well on principle become amenable to the law. To use the words of the late M. de Laveleye : "The traffic in women, that is to say, the letting on hire of human beings for debauchery, is a system contrary to all morality and all right, and ought to be universally forbidden." At all events their enlistment, transport and sale for such a purpose, with or without fraud or force, ought to be made a crime in the nature of piracy.

In order to check the evils of which I am treating, two classes of improvement seem to be needed, viz. :

1st.—Improvements in the law.

2nd.—Improvements in its enforcement.

1. As to the law itself. The English Law, stating it broadly, besides absolutely protecting girls up to sixteen years of age, strikes at third persons who bring about vice—(*a*) where threats or falsehoods are used to the girl ; (*b*) where the immorality procured amounts to prostitution ; (*c*) where the girl is induced either to leave this country, or to leave her home ; (*d*) where the girl is under twenty-one.

Guided by these practical lines, I would suggest that efforts be made to bring the law in all civilised countries up to a common standard, summarising the proposed crimes for international purposes somewhat as follows :—

It should be universally penal :—

(*a*) To facilitate in any way the immorality of a girl under twenty-one.

(*b*) To procure any woman to become a prostitute.

(*c*) To use any intimidation, false statement, fraudulent promise, or other fraud to induce a woman or girl to commit any immorality.

(*d*) To induce any woman or girl to quit one country for another for an immoral purpose.

(*e*) To have intercourse with a girl under sixteen.

I will not enter here upon an examination of the different penal codes in order to point out deficiencies, or suggest improvements. I am not competent to the task, and indeed it is of little use to examine codes unless one is familiar with their actual working, the methods of procedure, and the rules of evidence. Much of our English criminal law owes its shape to the powers which the accused possess to maintain silence themselves, and to exclude convincing matter under the technical rules of evidence.

(2.) I pass on to the *enforcement* of the law. And for this, three reforms seem to be requisite, namely :—

(*a*) That every country should undertake to punish, in its own dominions, the crimes of its own subjects, wherever committed. In many countries this is already the law. Ours lags behind. This would seem to be a desirable rule in the case of criminals generally.

(*b*) That by International Convention every country should be at liberty to punish the subjects of any other, for crimes of the class now under consideration, *wherever committed.* I found this suggestion on the fact that the criminal traffic of which I am speaking is one which itself involves migration from one country to another. It is often difficult to say in which country the crime—the complete crime—is committed. It is often committed in transit, often begun in one country, and completed in another. Both criminal and victim are across the frontier before the accusation can be made.

(*c*) That offences of this class be made extraditable crimes. An extradition treaty between Great Britain and Russia goes so far as to include the corruption of girls under 16, abduction, and kidnapping ; and I should hope that it would not be difficult to procure the inclusion of all the crimes we are considering in extradition treaties, especially if the different penal codes can first be more nearly assimilated.

(*d*) That Governments should render to each other assistance in procuring evidence. For example, a man is brought to trial (say in England) for a crime of this class committed, or partly committed, abroad, then, if it be thought better, on the whole, to try him where he is, instead of resorting to extradition, the Governments of the countries where the acts constituting the legal crime, or partly constituting it, were committed, should themselves get up and transmit the necessary evidence to the acting tribunal.

There is, I submit, no inconsistency in these proposals. Some crimes are best dealt with in the country where they are committed, others in the place where the criminal is found; and it is better to facilitate arrest and conviction than to be too strict in determining that every trial shall have but one forum.

The foregoing proposals would, I think, do a great deal to check the trade by direct legal means. But in the case of all widespread evils there is much to be done, often more to be done, by way of prevention. And we are therefore impelled to ask whether there are not preventive measures which might be taken—I am still speaking of the action of Governments and authorities—to deprive this trade of its vigour and profit.

In the first place, it is the practice in some continental States, if a girl under age, belonging to another country, is found leading an immoral life, to send her home. This is called "repatriation." It is not, but should be, done in our country. But is there any sufficient ground for restricting it to minors? By the comity of nations, the subjects of a country have the right to reside in another country, but this right is implicitly, and, I believe, sometimes expressly, limited by the condition of good behaviour. Now, the life of a prostitute, or a brothel-keeper, or a *souteneur*, is not good behaviour, nor is there any reason why the hospitality of a friendly country should be extended to her or him so long as she or he carries on a disreputable business. The difficulty as to political refugees, which sometimes embarrasses the subject of extradition, does not arise here, for repatriation would not be at the demand of the country of origin, and not being a matter of international duty but of internal practice, it could and should be qualified by a certain amount of discretion in the magistrates. Further, if it became usual not to permit men and women of disreputable life to reside in foreign countries, there would be much more protection to women than exists now, for it would be useless and unprofitable to export them, and even if they led similar lives in their own country, their condition of defencelessness and servitude would be less severe than when they lived in strange countries among foreign people.

Secondly, inasmuch as a good deal of the fraudulent trading of which I am speaking, is connected and mixed up with the innocent trade of registry keeping, it is worth while to ask whether any restraint can be put upon it. It would be too oppressive to put the placing of girls generally, even in lands foreign to them, under the license of the police, and the police are by no means always to be trusted. But let us take a case: a German girl is tempted to come to England by a seductive advertisement in a German newspaper, inserted by a German agent, offering to pay her passage money, and find a good situation. The

remuneration is supposed to be a commission on the first year's wages. Her box is forwarded by the German agent to the English registry, which thus gets a hold upon her. When she arrives, the situation is, of course, not immediately ready, the passage money is charged against her, and she is charged so much a day for board and lodging in the house kept by the registry. Or a thoroughly unsuitable place is proposed, and she is thrown back immediately upon the house. If she try to leave, her box is unlawfully detained. She is lucky if she gets a decent place, or finds a friend who can speak her language, or, still better, but more rarely, some one who will defy the registry for her, and insist on possession of the box—her sole stock in trade. In the worse case, she is offered the alternative of a house of ill-fame, or coolly recommended to try the streets,

The best way of meeting this kind of case is to do what the National Vigilance Association, the Travellers' Aid Society, and other bodies do ; that is, to publish, far and wide, warnings instructing girls who come over, or who leave the country, where to find in every port or capital a friend. Many are saved in that way. But it would also be worth while to make it penal fraudulently to induce any girl to emigrate, and to extend to this offence the same privileges of punishment in any country, and of extradition, as are advocated above.

Another suggestion has been made, which is deserving of careful consideration. It is that certain classes of situations are specially dangerous, and might be subjected to special precautions. For example, it might be enacted that no foreign girl under twenty-one should be employed in a coffee-house, café chantant, or other place of public entertainment, nor in any place where wines or spirits are sold, without the leave of her own consul, who would himself be responsible for seeing that the consent of the girl's parents or guardians was obtained, and would send her home on her or their request.

I have left for the last a point on which others besides myself will no doubt also touch.

If we ask ourselves at what point in the course of transit from the home to the distant country it is most needful and most effective to interpose a check, we shall see that it is the customer at whom it is most necessary to strike. I do not mean the ultimate customer, but the owner of the house of ill-fame, for whom the agent works his fraud, who pays the price, who is the effective cause of the trade. By English law it is illegal to keep such a house, and though the law is only partially enforced, the suppression of brothels is growing in stringency. Put the houses down, and the trade will wither.

But in most countries the law, as enforced by the police, not only permits but entirely protects the houses. Girls who run away from them are finally taken back by the police, and kept in actual unblushing

slavery. In proportion to the power of the keeper over the girl is her money value, the security, and the gain of the trade. The police, the authorities, the Governments which use a regulation system, are stimulating the slave traffic, and cannot be excused from grave responsibility for it. Regulation spells slavery, and slavery spells the slave trade. In England, where the regulation system has been abolished by an indignant public opinion, there is, therefore, less of the trade, and only a modified form of the slavery. If the trade and the slave-condition are to be abolished, it will, we are convinced, have to be by suppressing, not fostering, the houses. Vice cannot be put down by mere law ; but the brothel represents the organised trade in vice, which no law ought to tolerate, but which, if tolerated, necessarily involves the slave trade.

NORWAY.

Report by M. AND. FAERDEN, Judge.

QUESTION I.

According to the present Norwegian law, the following offences are punishable :—

(*a*) Abduction of a woman against her will, with the intention of having sexual intercourse with her, is punished by penal servitude (*i.e.* imprisonment with hard labour) for from three to six years. For abduction of a woman between eighteen and twenty-one years, with her own consent but against the will of her parents, the Norwegian law imposes fine or imprisonment (without hard labour). (Norwegian Criminal Law of 20th August, 1842. Chap. xviii., secs. 4 and 5.)

Whoever brings into or keeps unlawfully in his power a person under the age of eighteen years and thereby removes him (or her) from the care of the parents is liable to imprisonment or penal servitude up to three years. In case the person in question is under the age of fifteen years, the penal servitude may be raised to six years, and if it can be proved that the guilty person has in any way tried to deprave him (or her) the term of servitude can be increased to nine years. (Chap. xvi., secs. 2 and 4.)

The carnal knowledge of a girl between twelve and fifteen years, whether or not she has consented, is punishable by penal servitude up to three years. Such an act, even committed with the consent of a girl under the age of twelve years, is considered as rape, and punished up to twelve years' penal servitude. (Chap. xviii., sec. 18.)

(*b*) Whoever procures any woman or girl to have unlawful carnal connection with another person is liable to penal servitude up to six years. The same punishment is given for keeping a brothel, as well as to the person who rents or lends his house or part of his house for immoral purposes.

If parents, teachers, or others procure or try to procure girls or women in their charge, and are convicted of having done it for personal gain, the punishment may be raised to nine years. (Chap. xviii., secs. 27 and 28.)

(*c*) The keeping of female servants, against the police regulations, in places where spirituous drinks are sold, is punished by fine.

Instigation to commit offences against the law and participation therein can, according to the circumstances, be punished as severely as the offences themselves.

Before going further into the matters questioned about, I will give a short epitome of a law which has been in force in Norway since 1896, with a view specially to control the employment agencies :—

According to the above law, a license from the municipal authorities must be taken out by those wishing to act as agents for the engagement of sailors, servants, labourers, waiters, tradeworkers, clerks, or for other private service.

The municipal authorities can, before such license is given, claim a security of an amount up to 4,000 crowns (which is somewhat more than £220) to insure the responsibilities of such agencies.

The license is only given to Norwegian citizens known to be honest and trustworthy, and the business of the agencies is under the control of the police ; the license can be withdrawn whenever the holder of it is convicted of improper behaviour, or makes himself guilty of acting against the law or the special rules given for the community. The license can also be withdrawn when other circumstances are proved which make it advisable not to allow the person in question to continue his business. The municipal authorities can fix tariffs and give rules as to separate localities for male and female employment-seekers, and as to fitting and regulating the rooms.

The agents are liable to fine or imprisonment if they give false information to their customers, persuade persons to leave their employment before their time is out, or are guilty of violating the above-mentioned law or the rules and regulations made in virtue of it.

When employment is procured in a foreign country, a contract in duplicate must be written, and the law holds the agents severely responsible for non-fulfilment of the contract.

The law on the employment agencies can be applied against those who under false pretences supply women for immoral purposes.

As the question of prostitution and the propagation of venereal diseases does not enter into the programme of the Conference, I only will relate here that, just before my departure from Christiania, an extra-parliamentary committee had completed a proposal for a Bill. As I believe that it will be of some interest, I shall take care that a translation of the whole proposal accompanies the report of the discussions of the Conference.

Question II.

Anyone, whether a Norwegian or a foreigner, in a foreign country, guilty of offending a Norwegian citizen, is liable to punishment under Norwegian law. If the offender is a Norwegian it is indifferent whether he resides within or outside the Norwegian State. In regard to foreign countries, we have in Norway treaties of extradition of criminal offenders with most of them. But, as the members

know, it is an international custom that no foreigner can be extradited without being liable to punishment according to the law of the country from which his extradition is claimed.

QUESTION III.

A special law places under the control of the police emigration to countries beyond Europe, but leaving Norway for European countries is under no such control.

The Norwegian Government has not yet found it necessary to make any restrictions in regard to white slave traffic, as only a few cases of such traffic are known to have taken place in our country.

According to my personal knowledge it seems doubtful whether white slave traffic in Norway has been carried on to any considerable extent, although one may suppose that quite a large number of Norwegian girls are exported for immoral purposes indirectly from different foreign ports where the traffic flourishes.

QUESTION VI.

No Norwegian statistics have hitherto been prepared showing the number of girls and women who have been induced to leave Norway.

QUESTION VII.

I. The most important thing is to pass a law common to all civilised countries, imposing severe punishments, coupled with heavy fines and other strong measures against the slave traders. Employment agencies must be duly controlled. Every country should be at liberty to punish the subjects of any other, wherever the crime is committed.

II. It must by all means be made easy to obtain the aid of the public authorities, and the shipmasters should be obliged to protect the girls claiming such protection.

III. The laws and rules for prohibiting the traffic and earnest warnings against clever agents and advertisers should be posted in the employment offices, in the railway stations, waiting-rooms, steamships, docks, and other proper places, in different languages.

IV. Special control of women under a certain age should be established, both at their leaving a place for a foreign country and at their arrival at a foreign place—to prove for what purpose they are travelling from one country to another. A certificate of an authority of the place from which the person in question comes should be forthcoming when required of the authority at the arrival place; in the absence of a certificate or other satisfactory authorisation, the said person should be obliged to return to her starting place.

SWEDEN.

Report by HUGO TAMM, Esq., Member of the Upper House.

THE white slave traffic, in the real Continental meaning, has never existed, and does not exist, in Sweden, either in the sense that foreign women are imported into Sweden, or Swedish women exported, for bad purposes.

The first fact is naturally explained by there being no brothels licensed in Sweden by Government, or by the administrative authorities. They are even prohibited by law. It is difficult for a foreign woman to live as a private prostitute, because she is isolated, owing to her language, and is immediately noticed, with the result that she is sent back to her own country again according to the Royal Circular of the 28th May, 1886, a thing which can be carried out in a country like Sweden, where the population is small and homogeneous.

The non-existence of the export of Swedish women depends, most likely, on the protection afforded to them by their language not being known abroad, by the isolated situation of our country, by the population being spread evenly over the whole land, partly in the country and partly in small towns, where the control over everybody's doings is so much easier than in the big cities, in which the individual loses the support and protection of the loving eyes of friends and kindred, and is lost in the crowd.

Our women are also protected by the custom—yet surviving in Sweden—for a young woman to stop in the neighbourhood where she was born and bred.

All these circumstances have been the outward shelter of the Swedish woman, and have made recruiting and enticement neither easy nor very profitable for the procurer. However, it must be admitted that nowadays advertisements are beginning to appear in the papers, partly put out as snares for immoral purposes, and partly openly offering situations in music-halls, etc., abroad. This shows that we, too, must be on our watch against these dangers.

When I add to this the facts that with us matrimony is, as of old, held very sacred, and the modern theories of free love, and the looseness of the marriage tie, have not yet broken up the old faith in matrimonial duties, and that the Swedish people are at bottom religious, contemplative, earnest, serious, like their country, then I have in general terms pointed out the causes why our young women up till now have been protected from becoming merchandise in the big white slave market.

Saying this, however, I do not mean to imply that there is no profit made by women's sin in Sweden. There is a certain amount of it, especially in Stockholm and in our few large cities, and it is very important to get international legislation upon the subject.

Morality and immorality are in the deepest sense international, both as to the consequences and the responsibility, which no frontiers, however strongly marked or fortified, are able to surmount.

I will give two instances to show that the moral condition of one country influences that of another :—

On the 16th April, 1861, a convention had to be entered upon between Russia and Sweden for the repatriation of vagrants. This depended chiefly on the fact—it was a known fact—that the cities in the west of Finland were invaded by prostitute women, who went there from Stockholm, compelled partly by the unrest which penetrates the whole life of these poor women, partly by a wish to escape the consequences of the regulation of prostitution which exists in some cities of Sweden. Thus the regulation of vice is of consequence, not only to your own land, but also to the countries around. To put a stop to this a treaty was entered upon between Russia and Sweden.

The emigration to Denmark has, during the last three decades, been very great.

The statistics show that emigration to Denmark between the years 1866 and 1875 amounted to 17,135 people from Sweden, between 1876 and 1885 to 29,159, and between 1886 and 1895 to 17,411, and yet this number does not include all those who, during these periods, emigrated to Denmark, owing to the fact that the tables only report the number of such as had received certificates of emigration. Not less than 71 per cent. of the emigrants during 1881-1885 were women.

These emigrants went mostly from some of the southern provinces, where the stony ground, the bad soil and the scarcity of estates, factories, and works, make it difficult for them to earn their livelihood at home. The work in Denmark, with the comparatively high wages there, would naturally be an enticement to them.

The Swedish women are chiefly employed for work in cow-houses, and for the white beet culture in the summer.

The emigration was negotiated by agents in Sweden, or by agency offices in Denmark ; but on the basis of investigations made by the Director, Ernse Beckman, a law was promulgated in 1884 by which only a Swede was, henceforth, to act as agent. Through this a great deal of mischief was stopped.

In spite of this, however, the agency offices in Copenhagen continued their operations, and many a time they were of a disreputable character.

For instance, one of the best known agents was the owner of a small hotel, and landlord of a brothel in one of the most notorious streets in

Copenhagen. Another agent had spent twelve years in a penal establishment.

The whole of this business must be said to have exercised an unfavourable influence on the Swedish women, and this is especially the case in relation to morality.

Thus the Governor of the province of Svealand reports that of the 1,272 women who emigrated from Svealand to Denmark during the years 1876-1880 there were only 455 who returned ; not less than 56 of these went to the almshouse immediately after their return, and 142 were either insane, brought back illegitimate children, were sentenced for criminal offences, or were known as prostitutes. The emigration to Denmark has, however, diminished, because now we are able to give the same wages in Sweden. What a near connection there is between the social and the moral questions !

With regard to the questions asked, I reply as follows :—

QUESTION I.

(*a*.) By the 18th chapter of the Penal Code, section 6,

(*a* 1) Any religious instructor, schoolmaster, teacher, or tutor having unlawful carnal connection with any young person committed to his care or charge for the purpose of education or instruction, and

Any foster-parent having the like connection with his foster-child, and

Any guardian having the like connection with his ward, shall be liable to be imprisoned or to be kept in penal servitude for any term not less than six months and not exceeding four years.

Any governor, master, or other officer, overseer or warder at any penitentiary, prison, hospital, almshouse, foundling hospital or similar institution, having unlawful carnal connection with any female admitted to such institution, shall be liable to be kept in penal servitude for any term not exceeding two years, or to be imprisoned for any term not exceeding six months.

Note.—In these clauses it will be observed that the law is aimed only at actual commission of sexual offences, and not at the offence of facilitating, encouraging, inducing, aiding, abetting or procuring such offences, nor to persuasion, intimidation, or fraud leading to such offences, although, of course, these circumstances generally exist.

(*a* 2) By the 18th chapter of the Penal Code, section 7,

Any person having unlawful carnal connection with any girl under age of twelve years—

(1) Shall be liable to be kept in penal servitude for any term not exceeding eight years and not less than four years.

(2) If such girl shall die or suffer severe bodily injury in consequence of such connection, the offender shall be liable to be kept in penal servitude for any term not less than eight years or for life.

Any person having unlawful carnal connection with any girl being of

or above the age of twelve years but under the age of fifteen years, shall be liable to be kept in penal servitude for any term not exceeding two years, or to be imprisoned for any term not exceeding six months.

Note.—The same remark applies in this case also ; but, on the other hand, there is a law which applies in all cases of whatever kind, sexual or otherwise, as follows :—

By chapter 3 of the Penal Law, section 4,

Any person who by word or act shall, before the commission of any crime whatsoever, procure or abet another to commit such crime, shall be liable to a penalty to be determined according to the extent of such procurement or abettal, provided that such penalty shall be in no case so severe as the penalty to which such person would have been liable if he had himself committed such crime.

Hence anyone inducing females under age to have unlawful carnal connection with any other person is liable to punishment.

(*a* 3) By chapter 18 of the Penal Code, section 11,

Any person who by procuration or by keeping a brothel shall promote professional prostitution and corrupt the manners of both sexes, shall be liable to be kept in penal servitude for any term not exceeding four years and not less than six months.

Any woman who allows herself to be used as a prostitute in any brothel shall be liable to be imprisoned for any term not exceeding six months or be kept in penal servitude for any term not exceeding two years.

This enactment does not touch isolated cases, but in effect only applies in cases where a brothel-keeper or procurer by profession causes women to become prostitutes by profession.

Further, the meaning of the procuration is uncertain. Keeping a brothel also has a very wide meaning which in practice has been differently interpreted.

By chapter 3 of the Penal Code, section 1 :—

Anyone who by persuasion, intimidation, fraud, or in any other way *wilfully* induces any person to commit any crime, is to be punished as if he had himself committed such crime.

Reading this with the section just read, it follows that any person who by persuasion, intimidation, fraud, or in any other way wilfully induces any woman to become an inmate in a brothel is liable to the punishment mentioned in the latter sub-section (unless such person is the keeper of the brothel, in which case he would probably be liable to the penalty mentioned in the first sub-section of section 11).

(*a* 4.) By chapter 18 of the Penal Code, section 12.

Any parent, foster parent, guardian, teacher or other person, who shall by means of procuration cause any child or other person committed to his or her care or charge to have any unlawful carnal connection shall

be liable to be kept in penal servitude for any term not exceeding six years and not less than two years, and to be deprived of his or her rights as a citizen.

Here the section plainly concerns single cases.

(*a* 5.) By chapter 15, Penal Code, section 8,

Whosoever shall get possession of and take away any child being under the age of fifteen years out of the possession and without the consent of its parents or of any other person having the lawful care or charge of such child, but not out of Sweden, shall be liable to be kept in penal servitude for any term not exceeding four years and not less than six months.

Provided that :—

(1.) Any person who shall so get possession of and take away such child as aforesaid, with intent to induce it to beg or to encourage it in anywise in evil courses, shall be liable to be kept in penal servitude for any term not exceeding eight years and not less than four years.

(2.) It shall be no defence to any charge for an offence under this section to prove that the child consented to the abduction.

(*a* 6.) By chapter 15 of the Penal Code, section 6, it is enacted (*inter alia*) as follows:—

Whosoever shall unlawfully take any child being under the age of fifteen years out of Sweden, without the consent of the parents or guardians of such child, shall be liable to be kept in penal servitude for any term not exceeding six years and not less than two years.

Provided, that it shall be no defence to any charge for an offence under this section to prove that the child consented to the abduction.

(*a* 7.) By chapter 15 of the Penal Code, section 18,

Whosoever shall, with intent to induce any woman or girl under the age of fifteen years to be married to or carnally known by any man, take away such woman or girl with her consent but against the will of her guardians or guardian, shall be liable to be kept in penal servitude for any term not exceeding two years and not less than six months.

Whosoever shall with intent to induce any woman or girl above the age of fifteen years and being under any legal disability to be married or carnally known by any man, take away with her consent such woman or girl out of the possession of her father or mother, or any other person having the lawful care or charge of such woman or girl, shall be liable to be imprisoned or fined.

By chapter 15 of the Penal Code, section 19, it is enacted (*inter alia*) as follows :—

No offence under section 18 shall be prosecuted at law by any person other than the guardian of such woman or girl as therein mentioned.

QUESTION I. (*b*).—There is no special law punishing persons who induce women to become common prostitutes, but any person who induces a woman, whether of known immoral character or not, to become an inmate of such brothel, is liable to punishment as an accessory to an offence under chapter 18 of the Penal Code, section 11 (as above mentioned).

QUESTION I. (*c*).—By chapter 15 of the Penal Code, section 8 or 18, any person who shall procure or induce any woman or girl who is under any legal disability to leave Sweden for an immoral purpose is liable to punishment.

N.B.—It is not necessary to an offence under section 18 that the intended immoral purpose should be an unlawful carnal connection with the offender himself.

N.B.—Offences under section 18 can only be prosecuted by the guardian of the woman or girl, and if she is under age and has no guardian, the offence cannot be punished.

QUESTION I. (*d*).—There is no law punishing this offence.

I will sum this up in a few words:—

The principle on which our legislation as to morality rests is—

(1*a*) To punish those who, having charge of any young girl, have any carnal connection with her.

(1*b*) To punish those who have such connection with any girl *under fifteen years.*

(2) To punish *procuration* and *brothel-keeping.*

N.B.—In these cases it is evident that our law aims only at those who commit immoral acts and leaves aside what in Question I. of the programme is the main thing—viz., punishment of persons who in any way induce or facilitate the corruption of women or girls, whether by persuasion, intimidation, fraud, or in any other way; but to a certain extent these crimes may be punished by application of chapter 3 of our Penal Code (participation in crime).

(3.) To punish any person who takes away any girl or woman who is under legal disability (even infancy) without the consent of her guardian, for matrimony or for immoral purposes.

In these cases only the guardian can prosecute the offender.

As the criminal *intention* is punished only in these and similar cases, which are all of rare occurrence, the effects of these paragraphs in the criminal law cannot be said to be of any importance for, or have any influence to speak of on, the moral condition of our people.

Moreover, these laws are now antiquated and need a thorough revision and adaptation to modern ideas and circumstances. In 1893 the Swedish Parliament adopted a Bill for revising the whole law regarding morality. This Bill very strongly put forth the injustice to women in the existing laws; the necessity of making laws against immoral literature, procura-

tion, profit by female immorality, inducements to immoral life, etc. The Bill passed against two or three votes, but the Government has not yet taken any further steps, because they do not seem to have great interest in this question, and we have since that time been fully occupied by some very important questions, which have taken our whole attention and made us put aside and neglect many inner and especially ethical questions.

The great interest Parliament thus showed in the matter, and the thousands of addresses which supported the Bill, prove that the Swedish people fully sympathised with the question and held the view that immorality is the ruin of a nation.

The moral standard of the Swedish people and its Parliament is such that I am sure that any practical proposition regarding the white slavery will in my country be accepted with sympathy, and that Government too, in this special case, will do what is in its power.

QUESTION II.

The only laws we have relating to this question are those above mentioned ; the Convention with Russia of April 16th, 1861, and the Royal Circular of May 28th, 1886, which contains the following :—

If any foreign man or woman in this country is idling about with no means of supporting him or herself, and if such person does not in any way try to get any honest work by which to earn his or her living, but makes him or herself dangerous to the common security, discipline or morality, he or she is to be sent back to the country to which he belongs, in case this country is so situated that the person in question can get there without going through any other country.

QUESTION V.

The Frederika-Bremer Association has in the newspapers called attention to the advertisements inviting young women to foreign countries, and warning them not to go abroad, and still less to accept any situation offered in a foreign country, without consulting one of the unions with which the Frederika-Bremer Association has put itself in communication, and which have promised to lend a helping hand to the young women.

The Association has tried to hold forth the dangers of the emigration, especially to Denmark, by distributing cards among those who wish to go to Denmark, with the address of the Registry Office started by the Women's Association of Denmark. It has also for many years distributed tracts, proving the dangers of this emigration.

As I have said at the beginning of this paper, we in Sweden have not yet suffered from the white slave traffic. In consequence of this we have taken no steps on the subjects of Questions III., IV., and V. I leave the business of making proposals to those who have more experience.

AUSTRIA.

Report by Baroness VON LANGENAU.

AT the wish of the National Vigilance Association I have made a few inquiries regarding the traffic in girls from the Austro-Hungarian Empire to foreign countries.

From the nature of the traffic it is evident that the agents who deal in this abominable work conduct it under the greatest secrecy. This I have found to be a fact, and a difficult one to ignore in view of any contemplated future movement against the traffic. The police are in possession of perfectly trustworthy lists of the persons who carry on the White Slave Traffic; I have been told that their number amounts to 180 in Vienna. Competent judges put down the number of girls decoyed away yearly at 1,500. The traffic is an exceedingly lucrative one.

The girls are decoyed chiefly from Bohemia, Galicia and Hungary. They are engaged as governesses, servants, and helps, of agents to the chief towns of Hungary. The agents themselves are invariably Jews. The victims are not sent direct to Constantinople. That would create suspicion. But they at length arrive in that city. From thence some are forwarded to Cairo, some to Trebizond: none of them ever come back to their native country. They run deeper and deeper into debt. Only stoutly built girls are chosen by the agents.

Two or three years ago an agent in this traffic was arrested, convicted and sentenced to seven months' imprisonment, and on release banished from Austria.

But the Government generally will not move in the affair. Once Count Taaffe was asked a question in Parliament regarding this dreadful traffic; his answer was, "It is not true."

GALICIA.

As to this province my informant says: "I believe that, as a rule, the girls decoyed are under twenty-four years of age. This being so, the police magistrate in the village from which the girl is hired can prosecute the agent unless the consent of the parents has been given for the girl's removal. As a rule, nothing is ever heard afterwards of the unfortunate girl, and poverty is so dreadful in Galicia that parents are glad to lessen their responsibilities thus. But none are aware that these girls are to become mere brothel slaves."

In addition to the traffic towards Constantinople and Cairo, many Polish girls are collected at Udine, on the Italian Frontier, and thence, by way of Genoa, shipped to Rio Janeiro and Buenos Ayres. They

are engaged as servants and cashiers, but their fate is the same as that of their sisters at Constantinople.

Bosnia.

About this province my informant says that, although things are managed there much as in the other parts of the Empire, yet they have introduced a strange provision into their legislation, which ought to be mentioned. In Serajevo, as in Vienna, these poor lost creatures have to pay their taxes to the Government, but the money received in taxes from this horrible source is divided into three portions. One third goes to the support of the "Poor funds," one third in payment of the doctors who make the examination, and the remaining third constitutes a fund by aid of which any poor creature who wishes to leave a bad house can be assisted to get away. They are often deeply in debt to the owner. Some years ago there was a poor Serbian schoolmistress who got into one of these dreadful places in Serajevo. She escaped and was taken to the Serbian Church by a lady whom she had met in the street; her journey home was paid by the above-mentioned fund. I am told that it was a Turkish member of the Municipal Council who proposed the application of part of the money received from the poor creatures to form a fund for their escape when they intimated the wish to go. The Mohammedan Bosnians have often better feelings than their civilisers, who are hardened as to vice, and look on it as a part of civilisation.

Bohemia.

Towards Bohemia one can look with feelings of hope. The American Missionaries of the Free Bohemian Church have within late years extended their Missions all over that country. They are zealous workers for God's Word, and will eagerly do whatever they can to check further traffic in girls in the villages from whence some have already been decoyed. Things, however, are bad enough, as the following stories prove.

A young servant, Frederica T——, a good and honest girl, living in one of the suburbs of Prague, called Karolinenthal, went out for a walk on a spring evening of last year. She lost her way in the narrow, intricate streets of Prague, and after wandering about for long, weary hours, suddenly found herself opposite an old woman who most kindly asked her why she looked so tired and sad. Hearing how far Frederica had wandered from her home, she invited her to come and rest a little at her house. The invitation was eagerly accepted, and the kindness shown to her so blinded Frederica's eyes that she consented to spend a few days with her good hostess, who had promised to get her a much nicer situation than the one she had

In the meantime her mistress and relations at Karolinenthal were in

an agony of despair. She had vanished so suddenly and in such a mysterious way that no trace seemed to be left of her ; the police were applied to in vain, and five whole weeks passed without their hearing anything of her whereabouts. Then at last the post brought a letter, signed Frederica, imploring her mistress to come and fetch her. It was shown afterwards that her signature had been forged, yet it proved the means of her being saved. This was what had happened :

After a few days spent with Frau Vondrà, her first hostess, the girl had been sent to the "Institution" of Barbara Kràl, a woman of fifty years, whose occupation is to supply the dealers with good merchandise. Frederica, however, was soon returned to Frau Vondrà, the verdict being, "Merchandise very pretty and charming, but too hopelessly shy." The same thing having happened two or three times, Frau Vondrà resolved to get rid of the girl ; she wrote a letter to her mother, saying where she was, and signed it with Frederica's own name. The most remarkable feature of this true story is, that although all the places where the girl had been sent were under the inspection of the police, they never discovered her abode, until her parents themselves came to claim her. Some of the people incriminated in this affair were arrested, but released after a short time.

A young girl, belonging to a noble, but impoverished family, bearing a name celebrated in the annals of Bohemian history, Baroness Emily O———, came to Prague, a few months ago, to find a suitable occupation by which to earn her living. This proving rather a weary and disheartening business, she allowed herself to be led astray by an old woman, who was at first very affable and pleasant, and who afterwards drew the meshes of her net so closely round her victim's head that she was nothing but a captive slave. She was never allowed to leave the house, even for a walk, and her dress and shoes were literally locked up, leaving her only a "toga" and a pair of slippers, that were only for in-door use. This, of course, only stimulated her wish to be released, and having found a willing ear in one of her companions, Bertha S——, a high-spirited girl who chafed at her confinement, they resolved to flee from their prison. They managed to slip into Frau Dvorčak's bed-room, to attire themselves in her dresses, and to get out of the house unobserved. They did not, however, get any farther than Vokovič, where they stopped for the night. On the following day, as they were just going to leave the house, they were confronted by their former owner, who pointed at them as thieves. The sight of this woman so frightened Emily, that she threw herself out of the open window into the courtyard below. Being only stunned by her fall, she was made to walk up stairs again, the police were sent for, and the two girls were marched off to prison, while the vile woman returned triumphantly to Prague.

Letter of Mr. A. B. Armando.

The Society "de Protection et de Secours aux Femmes amenées par émissaire en Argentine" has addressed a letter to the office of the *Arbeiter-Zeitung*, the organ of the Social Democratic party, and they have kindly allowed me to take a copy of it.

After having given a list of the names of the most notorious agents and dealers, which I have already got in a separate list, they go on to say as follows :—

"There are hundreds of wretched parents in Europe who do not know whether their daughters are alive or dead, for they have suddenly vanished, not leaving any trace behind them, and all their inquiries after them have been in vain. Well, we can tell where they have been brought to and what has become of them. They are in Buenos Ayres or Rio Janeiro, and though there is a large European society in both towns, yet there is not one man who dares to stand up to plead for these innocent victims or to try to get their release. This trade is a very lucrative one, for the men in South America are of a very amorous disposition, and 'the fair merchandise' from European lands easily finds buyers. If anybody wants to find out how the girls are treated they may simply take a walk along the Calle Juan and Galle Lavalle, those two streets that have been nicknamed by the people 'Calle Sangre y Lagrima' (the streets of tears and blood). If he enters one of these houses he will see that they are mere slaves, having been bought and sold ; that they are not allowed to leave the house nor to receive any letters ; that they are obliged to hand over their shameful earnings to their tyrants, in whose books they are so deep that release is impossible, and that they are quickly sinking down to the level of mere machines, by the means of which their masters earn colossal riches—and very cheap machines these poor creatures are !

"And what is the end of their career ? When their health is broken down, their bodies utterly ruined, their minds poisoned and dulled, they are thrust out into the streets, to perish there unless some hospital ward opens its door to them. What else could happen to them ? They have no friends, no chance acquaintance, no loving hearts that would befriend them and try to save their souls ; they do not even speak the language of the country in which they live.

"While we are writing these lines a certain number of these scoundrels are preparing to leave for Europe, to return in a few months with a rich cargo. If their proceedings are not successfully stopped in Europe, all our pleading will be in vain. In *our* country the case is hopeless, for these gentlemen are on very intimate terms with the police ; moreover, they are very grand people—their wives are seen in the most fashionable theatres, cafés, and walks, wearing diamonds, silk and velvet dresses. They are most strictly bound together, have their own telegraphic cypher, and have a wonderful organisation.

"The time of their stay in Europe is always very short. Their agents have done the most important part of the work before their arrival. They have only to take possession of the merchandise that has been carefully selected, and to embark the girls as quickly as possible. This mostly takes place in Genoa, Marseilles, Cherbourg, Havre, La Palice, and Southampton. In Genoa there are two hotels where a stock of human merchandise is always kept ready to be sent off at a moment's notice.

"Hoping that these short notices may suffice to rouse public opinion in your country. "Believe me, yours truly,

"A. B. ARMANDO."

PENAL LAWS OF MAY 27TH, 1852.

With regard to Question 1 :—(*a*) Persons who in any way corrupt or facilitate the corruption of girls under fourteen, whether by persuasion, intimidation, fraud, or in any other way, are sentenced to from five to ten years of imprisonment, according to the means employed and to their results. If the victim is over fourteen the sentence is mitigated to one year's imprisonment. There is, however, one great drawback to this law, perfectly just in itself: it is hardly ever put into practice. The Board of Health simply smile when they hear it mentioned, and never insist upon its being enforced. I give an illustration.

In one of the most celebrated brothel-houses in Vienna, called the Salon Tuschel, the police were told that little girls of seven and eight years of age had been seen, and that they were regularly introduced there by two men, both of whom belonged to the best bourgeois society of Vienna. One of them, a married man, had often been heard to declare that girls of seventeen and eighteen years of age were much too old to satisfy his particular taste. Well, although the children were found in their rooms, both men were acquitted, because the head physician, who had been called in, declared that the girls *looked* older than they were.

(*b*) Persons who induce women to become common prostitutes are sentenced to from three to six months of prison; they are liable to a more severe punishment if it can be proved that they have already undergone previous sentences. If natives, they are requested to leave their present abode; if foreigners, they are sent across the frontier.

(*c*) According to a sentence of the Court of Cassation of July 7th, 1886, in a case of abduction of a minor prostitute on behalf of a brothel-house in Buenos Ayres, the case was considered as coming under the law of May 27th, 1852.

(*d*) Persons who employ young girls in places of public entertainment where drink is sold under circumstances calculated to expose them to inducements to lead an immoral life, are urged by the police not to do so. Several decrees, dated October 10th, 1885, June 27th, 1890, August 28th, 1892, and April 27th, 1897, enforce this most emphatically. In case of non-compliance they are threatened with having their licenses withdrawn. Here, however, as in the above-mentioned case, the law is never enforced.

RETROSPECT.

And now summing up all that has been said, we must confess that all Austrian laws are in favour of the suppression of vice *theoretically;* as

for their practical results, they are far from satisfactory. And how could it be otherwise? For centuries clergy and nobility have been vying with each other in suppressing every aspiration after freedom and progress. Vice is looked upon as a "necessary evil," the moral sense of the people is dulled, an inordinate love of pleasure and excitement fills their hearts, and, worse than all, behind the agents and dealers stand the rich and vicious men who pay them, and who know how to evade punishment.

There is a great deal of truth in that observation of Mrs. Butler which I saw in a weekly paper the other day, that "the less these men are attainable by legal penalties, the more should they be condemned by an informed and awakened public conscience." But the question is how to awaken public conscience in a country like ours, where the press is muzzled, where no daily paper is allowed to appear, no foreign one to be sold, without having passed under the censorship of the police, where no public teacher, male or female, is allowed a furlough abroad lest their horizon be enlarged, and their minds poisoned with ideas of liberty and progress. The only newspaper in Austria that takes up the cudgels for social purity, Sunday closing, Temperance, and Reform is the organ of the Social Democratic party, and its influence is limited to its own party.

And yet how necessary it is to rouse public opinion on this subject, to devise some means of putting an end to the White Slave Traffic! My Galician informant recommends the plan of sending trusted agents to Cracow and Lemberg, and then from these towns sending decoys to the villages, in order to trap the agents themselves. But it will require a large expenditure to cope with these agents, as they are very crafty. If the stream of decoyed girls is lessened from Galicia, then similar steps might be taken as regards the other provinces.

According to the last census, taken in 1896, there were 1,526,623 inhabitants in Vienna; the number of officially registered prostitutes amounted to 2,400; that of the secret ones is estimated at 30,000.

Before concluding, I think that I ought to say that all the mediæval conditions of public life that I have mentioned just now, are certainly not to be found in Austria only: they are more or less common to all Continental States, with the exception of France, perhaps, where the Revolution of 1789 has created a purer and clearer atmosphere. However, having simply to deal with Austria, I felt compelled to hint at the difficulties which exist in our country, especially under the present *régime*.

May this Congress be able to find some way out of this dilemma, so as to put a stop to this curse of the Nineteenth Century.

SWITZERLAND.

Report of M. A. DE MEURON, Member of the Grand Council of Geneva.

QUESTION I.

IT is not easy to give a reply to the first of the questions put, in regard to Switzerland. In order to set forth the general measures in force against the corrupters of minors, the procurers for debauchery, and the agents of emigration for immoral purposes, or against employers who expose their employées to temptation, it would be necessary to examine, not one system of legislation only, but twenty-five, since each of the Cantons, or half-Cantons, has its own.

I content myself with a general classification, according to the attitude of the law towards procuration (*proxénétisme*) in its widest sense, that is, the fact of facilitating or favouring the debauchery of third persons.

One Canton only (Tessin), has conformed to the French and Italian codes, and takes the view that the corruption of persons of full age, capable of understanding the nature of their acts, is no breach of the law. But though the other Cantonal codes speak of *proxénétisme*, they do not all treat it in the same way. Some accept the German definition, and make the act criminal only when it is habitual, or is done for pay. The Bâle code says this expressly, and those of Berne, Schwytz, Schaffhausen, and Thurgovie do so by implication, because they speak of procuration as a "*métier*," which implies habit and also the motive of gain.

Others (Fribourg, Appenzell Exterior, and Neuchâtel), insist only on the *habitual* nature of the act; others again (Upper Unterwalden, St. Gall, Grisons, Glarus, Zug), apply different penalties, according as habitual practice, or motive of gain, are or are not found.

In the Cantons of Geneva, Vaud, Zurich, and Lucerne, the punishment of *proxénétisme* varies much: in Geneva procuration, to be penal, must be in a public place; Lucerne punishes the bare fact of procuring in any way the debauchery of another person. Other varieties are introduced by the existence of a relation of dependence of the victim on the culprit. And when we come to girls under age the maze is complete: increased penalties are incurred by those who corrupt minors under fifteen in Valais, under sixteen in Neuchâtel, seventeen in Thurgovie, etc.

It is obvious that most of our codes are confused, and one may readily imagine how difficult is the task of repressing the traffic, with a system

of territory and of legislation both divided up into so many pieces. But we are looking for better days, when the unification of our jurisprudence, already decided upon in principle, shall have been carried out.

If our authorities accept the views of those who have initiated the reform, the future Code will penalise :

1. Any person who, for money, provides places or opportunities for habitual prostitution.

2. The *souteneur* who, for profit, favours the habitual prostitution of a girl.

3. The keeper of a brothel.

4. Any person who engages a girl for a brothel, or sells her to one.

5. Any person who by trick, threat, or violence, endeavours to procure a woman for another person for an immoral purpose. The penalty, in the last case, is doubled if the woman be of unsoiled repute, and if she has actually been debauched.

If procuration and the employment of trick, threat, or violence be thus taken in hand, it will be very difficult for the guilty to escape ; the fraudulent manœuvres at the starting-point will bring him under the law as effectually as the actual debauchery to which he delivers his victim. On this plane the struggle may again become an equal one.

Question II.

The extradition treaties do not include the crimes mentioned in the first question ; so that the man who has committed such a crime cannot be handed over by the Swiss Government to the country where he has committed it, without his own consent.

In no case does Switzerland hand over her own citizens, or demand their extradition by foreign countries, which on their part act reciprocally, and themselves apply the penalty.

Question III.

Supervision is exercised by the Federal authorities over emigration offices, under the law of 24th December, 1880, which provides as follows :

Emigration agents require a license from the Federal Council, which is refused to persons who are deemed unfit. Licensed agents alone are allowed to advertise for emigrants. With every emigrant there must be a contract in a prescribed form ; and there are also certain emigration rules, some of which might with advantage be made general. Take, for example, the following :—

(1.) Agents are forbidden to accept as emigrants :—

(*a.*) Persons under eighteen who are not accompanied by trustworthy persons, or whose reception at their place of destination is not assured. (In the case of these young persons, the consent of their parents or guardians is also requisite.)

(*b.*) Persons who when they have paid the charges of their journey will be without means on their arrival.

(2.) In the case of emigration by sea, the emigrants must be met at the port of embarkation (as well as at intermediate stations) by a representative of the agency, who is bound not to quit the emigrants until the vessel actually sails. They must also be met by the agency at the port of destination.

(3.) The Swiss Consuls at foreign ports have the duty of inquiring gratuitously into all complaints made by emigrants of failure to fulfil the conditions of the contract.

We may mention to the Congress a proposal of one of our consuls, M. Fritz Robert, who has made a study at close quarters of the traffic on one of the principal routes of this shameful commerce against which we are contending. He is in favour of the appointment of International Commissioners resident at the principal suspected ports, whose special business it would be to visit all ships suspected of carrying white slaves, releasing them, and arresting their conductors, to whatever nation they may belong.

M. Robert adds :—"The chief post of observation of the trade should be Port Said, the great gate of the route to the East. Those who are familiar with the transit of vessels through the Suez Canal will see that there is no practical difficulty in the way of this proposition. And such a Commissioner might well exercise a salutary power of inspecting certain hotels, which are well known as head-quarters of the traders as well as temporary depôts of the poor creatures in whom they traffic. The ships which have the evil repute of most commonly carrying the white slaves are also generally known at Port Said and throughout Egypt ; and if we could get so far as to make arrangements with the shipping companies and their captains to give notice to an authorised person of suspicious passengers, the task of the International Commissioners would be greatly assisted. Admitting that we could not hope to succeed at first in intercepting all the parties, the mere fact that the traffickers would be alarmed and the business disturbed would at once produce good results ; for in the eyes of these wretches the business which they undertake is above all things a profitable speculation—a source of gain like any other—and by making their trade more hazardous, and so less lucrative, we may gradually destroy it. International Commissioners of the like kind should also be established at Alexandria and all other Levantine ports where the trade is carried on on a large scale."

Question IV.

So far as we know, there is no list of suspected persons.

The only preventive method employed by the police is to denounce

in the newspapers persons whose ill-doings have come to their knowledge. Thus one may read from time to time in the journals of different countries such notices as the following, inserted by the Federal Department of Justice and Police :—

"Warning : It is reported from America that a scoundrel named ——— ———, a Russian Jew living at Montevideo, has started for Europe. He has several aliases, and is engaged in a trade which we cannot here explicitly mention, in which he displays a skill and address truly diabolical.

"The Federal authorities having reason to fear that he may seek his victims in Switzerland as well as elsewhere, call the attention of the police of the Confederation to this man.

"It is the duty of the Press to publish the fact, so that the public may be put upon their guard. Be on your guard therefore against these rascally agents who promise good places abroad to the young girls of our country.

"Parents who send their young daughters to situations in Austria are warned that in that country there is an organised association of procurers for bad houses ; and this traffic has its centre in Switzerland,—notably at Berne and Geneva. The girls are taken by way of Lindau and Munich : thence they are forwarded through Italy to the Far East, or by Vienna to the Balkans. Further information can be obtained at any of the Cantonal police stations.

"THE DEPARTMENT OF JUSTICE AND POLICE
OF THE CANTON VAUD."

QUESTION V.

The second Report of the Swiss delegates explains what is done by the private society known as the "Amies de la jeune fille," whose excellent organisation everywhere offers to young girls travelling abroad a pilot to steer them past the rocks, and a refuge in case of storm.

We will only notice here, in the official sphere, the "Concordat" which has been in force among the cantons of Berne, Fribourg, Vaud, Valais, Neuchâtel and Geneva, since 1875, for the protection of young persons taking situations abroad. It contains regulations for registry offices, which are all placed under State control, and are made responsible for the expense of the return of young girls whom they have placed in situations abroad under circumstances which make it necessary that they should come back. Among these conditions is mentioned, "placing them in an immoral house."

The Concordat also provides in its regulations for notice to be given to the Consul of the country to which the girl is going, and he is to send word of her arrival. It relies equally upon the Consuls and upon private societies for the placing of the girls. Lastly, young people leaving

their country are furnished with a special card containing a number of useful instructions for finding situations, or for finding official help and protection in case of need.

This question of the control of registries is of very great importance ; and we adopt the views of Dr. Karl Stross, Professor of Criminal Law at Vienna, who recommends that "all persons who are concerned professionally with finding situations should be placed under surveillance." He says : "It is among those who practise this trade, or who affect to practise it, that the traffic finds most of its agents. It is therefore important to permit none to keep registry offices but persons of unblemished repute, and who can give a full account of their antecedents : it is also important strictly to regulate the working of these establishments and have them constantly watched."

Question VI.

There are no such statistics. The victims of the trade try to conceal, as long as possible, from their families their unhappy situation. There is absolutely no information to be had.

Question VII.

The international traffic in white slaves can only be hindered by international action. Every one is agreed on this point. We find ourselves confronted by a state of facts which is not covered by any of the crimes contemplated by our present laws ; so that the first thing to be done is to define the crime, and the next to induce the different Governments to recognise and repress it.

In the vast majority of cases of this trade, three elements are found : fraudulent contrivance, expatriation, and the immoral object.

Does the idea of crime appertain to any of them ?

Theoretically, of course, the word "fraudulent" implies the word "criminal" ; so that the fraudulent manœuvres of the trader should be enough to bring him under the lash of the law. But all who have tried to snatch a particular victim from the clutches of one of these traders know that in practice the charge of fraud is difficult to prove. The arrangements are usually verbal, and leave no trace behind. Besides, a third party—registry keeper, or some one else—is very ready to assist, and give an honest colour to the transaction by posing as the ultimate agent who has no knowledge whatever of the intentions of his correspondent. In order to prove the fraudulent misleading of a girl, she must either have arrived at her destination—and that means to intervene too late—or there must be the means of obtaining very precise information, which encounters all manner of practical difficulties.

The fact of the expatriation gives no better a basis for law. It would not be admissible, for the sake of this cause, to make penal an act which

in itself is in no way reprehensible, either from the individual or the social point of view, in respect of either law or morality.

There remains the immoral object. Here again we must allow that the evidence is very difficult to obtain ; but we are in a position to include all those cases which just now came into the class of fraudulent devices ; for wherever fraud can be proved, the immoral object is shown at the same time ; and we can in addition lay hands upon all those cases where fraud either does not exist or is skilfully disguised, but where the presumption of crime results from the manner and the antecedents of the person involved or the circumstances in which he acts.

It is further necessary that this immoral purpose of the trader should assume the character of crime. We are of opinion that that is really the case. While the act of prostitution in the woman as an individual raises only a moral question, the same is no longer true of the act of a third person who, in order to make money out of the prostitute, organises and stimulates the prostitution. Here we touch a social act which raises the question of law. To facilitate or favour the debauchery of another person for profit constitutes procuration (*proxénétisme*) and this is the crime which we would see punished by all codes. Seven countries of Europe (Denmark, Norway, Sweden, Finland, Germany, Austria, Great Britain) and seventeen cantons of Switzerland, besides the United States, already treat procuration, even of persons of full age, as penal ; it is needful that they should carry the principle beyond the limit to which their customary or other ideas still sometimes confine it, and it is further necessary that the French, Belgian, Italian, and Spanish codes, and those of the British and Dutch Indies should no longer be restricted to punishing the procuration of minors. It is illogical that the law should declare it criminal to draw profit from the debauchery of a minor (though it permits the minor to marry) if the act is not criminal in itself, independently of the age of the victim.

We ask, therefore, that procuration should be treated by all States as a crime, and punished without distinction of age and without bringing in the idea of its being habitual. We ask also that the penalty be extended to the accomplice, as well as the principal culprit, and that the procurer should not be punished alone, when the person who pays him is perhaps the real instigator of the crime. The English law punishes any one who conspires to bring another into debauchery : we there have an application of the strictly just principle which prevents a rich or highly placed man, hiding behind some vulgar procurer who ministers to his luxuries, from going scot free and escaping his responsibilities, while the creature who has only been his subservient instrument undergoes the chastisement he himself deserves. We further ask that, just as a homicide committed through want of care is penal, the moral homicide which consists in throwing a woman into the hell of prostitution shall be

punished even when it happens for want of necessary precaution. We say, with the author of the draft of the new Swiss Penal Code, that there is a kind of procuration which consists in creating a situation in which debauchery is possible.

We ask that in the case of persons engaged in the traffic the punishment shall be, not a fine, which their lucrative business enables them easily to pay, however great it may be, but an imprisonment, which shall for a long period make it impossible for them to resume their practices, and with compulsory labour such as to enable them to take up another way of living when released from prison.

Lastly, we ask that every country shall make its criminal law, when brought up to the foregoing standard, applicable even to the foreigner who, beyond his own frontiers, has committed the crime of procuration, provided he be found upon its territory and is not extradited.

We must yet examine for a moment one of the consequences ensuing from the generalisation of the principle of procuration being a crime; we speak of the suppression of disorderly houses.

We are not unaware that Governments, trusting in the "morals police," will give up only with the greatest difficulty what, to their eyes, is an indispensable social necessity. But we are profoundly convinced that there can be no effective suppression of the white slave traffic as long as this, which is its principal support, exists.

We have had an opportunity of questioning, or causing questions to be asked, of a considerable number of women who have fallen into prostitution. We can only remember one who told us she had come into it knowingly and willingly; all were drawn into a disorderly house by the lies of an agent who promised them a good situation. Recruiting for such houses has necessitated the creation, the organisation, the apparatus of the trade that we are combating to-day. If this trade had for its clientèle only libertines who were disgusted with the licensed houses, and for its victims only women who were free to come and go, there would no longer be any security in it. On the contrary, the procurer can sleep in peace when he has heard the licensed manager turn the key on his victim. With a recognised house the price is regular—the tariff is known; the risk is reduced to a minimum. What is of importance is that the license-holder shall not be at a standstill; he must fill up the gaps which arise in the personnel of his establishment, and constantly refresh it in order to attract his customers. What would they do if their agents were not ceaselessly active?

We must give careful attention to this: These official houses, in a country which protects them, constitute the principal market for the white slave traffic. It is known that every registration of a girl in one of these houses corresponds with a bargain in good form, in which the license-holder, who engages the girl, pays down a sum which, in France

and at Geneva, varies constantly from two hundred to a thousand francs, and the agent receives a most remunerative commission.

We have endeavoured to calculate the numerical importance of these sales and purchases of human flesh for the licensed houses ; we owe to the obligingness of the chief of our police at Geneva the exact details of the entrances and exits in the twelve to fifteen licensed houses in Geneva, during the last five years. We reckon that ninety per cent. of the registered girls only remain about 140 days in the same house ; therefore, ninety per cent. of the persons are renewed two and a half times a year ; our town of Geneva, therefore, with its hundred prostitutes, is the cause, annually, of more than 200 sales of human beings.

If we apply the same data to France—and we are more justified in doing so as Geneva is considered by the traders as belonging to the French market—we find that the 8,000 girls mentioned by Després, as being inmates of the licensed houses of France, would occasion, annually, 18,000 commercial transactions, of which a large number would drag into prostitution girls who had not yet fallen into it.

In the course of the last five years, the Genevan houses have given shelter to inmates of fourteen different nationalities ; but fifty-three per cent. of them were French, and only sixteen per cent. Swiss. Does not this show with what activity and intensity the recruiting for these houses is conducted in France ? Now, we repeat, and we have voluminous documents to support our contention, that this recruiting is almost always carried on by the aid of ruse or fraud, and constitutes very clearly cases of the white slave traffic.

This is the solid business foundation of the traffickers, a foundation on which expeditions for secret merchandise, supplies for particular clients, etc., have grafted themselves with the utmost security.

We hoped to give here the result of work undertaken by the Society of Public Morality in the canton of Zurich, which has laboriously collected biographical information of some of our most notorious traffickers in white slaves. Nothing is more instructive than to follow the career of one of these business men, commencing with the conduct of a house, then spreading his business, entering into relationships abroad, creating channels for international commerce, then little by little abandoning the catering for his *den* in order to give himself to larger transactions in the far East, and finally securing for his old age a peaceful retreat in some costly villa on the shores of the lake of Zurich or of Geneva !

From yet another point of view we must have courage to follow to the end the course which would suppress procuration ; this suppression can only be effective if it is sincere, that is to say if it does not permit to some what it prohibits to others.

The canton of Geneva passed a law in 1888 which, in principle, made procuration a crime, but in order to get rid of the subject of the existence

of licensed houses, it says, in Article 1, that those individuals shall be punished "who habitually draw profit or a livelihood from the act of exciting or provoking *in a public place* the prostitution of others." What was the result? This law is a dead letter with regard to the crimes it was intended to reach. This is how it is estimated by one of our Judges of the Court of Justice. "This law evidently lacks clearness and a true judicial basis. Impeded by his position with regard to facts which he will neither condemn nor approve, the Genevan legislator has sought a means of preventing the abuse of clandestine procuration, while desiring not to hinder the action of the police towards certain acts tolerated by them."

We would, therefore, very seriously draw the attention of this Congress to the necessity of putting an end to official procuration. We know all the difficulties of the question, but if we were systematically to leave it alone, we should be like a congress of doctors who would study the means of curing or preventing some grave infectious disease on the sole condition that no attention was paid to the microbe—so insignificant—which is the cause of it.

HOLLAND.

By M. VELTHUIJSEN.

QUESTION I.

THE principal contents of our legislation in reference to the matters here in question are as follows:—

A.—As to persons who corrupt or facilitate the defilement of girls under age (a girl is still a minor in Holland until she has reached the age of twenty-three), such an offence is punishable with imprisonment for not exceeding six years, when committed:

(1.) By parents, guardians, co-guardians, ministers of religion or tutors, in respect to the minors confided to their care or direction.

(2.) By directors, masters or foremen, in factories or work-shops, in respect to their inferiors. (See Penal Code, Art. 249, 1, 2.)

Acts of procuration (proxenetism), are also punishable with imprisonment:

(1.) When committed by the father, mother, guardian or co-guardian, wilfully causing or facilitating the defilement of his minor child, or ward, by a third person (maximum four years).

(2.) When committed by any other person, who, for the pursuit of gain, wilfully causes or facilitates the defilement of a minor by a third person, or who habitually causes or facilitates the defilement of a minor, by a third person (maximum three years). (See Art. 250.)

B.—Special measures against persons inducing women to become common prostitutes are not known to our law.

In twelve localities, houses of debauchery are prohibited by local ordinances; but the penalties involved are so slight, investigation by the justices of the canton and the police, with their limited rights, so difficult, and their zeal in carrying them out so defective, that the results usually are small.

In one single city, the visitors of a house of debauchery are punishable as soon as the keeper is condemned.

Yet there is an article in our Penal Code (Art. 452) forbidding a brothel-keeper to take a woman into his house, without having first made known to her in an intelligible manner, in the presence of the official appointed by the burgomaster, the nature of the trade practised in his house—an Article of good intention, but which has cost us a great deal of trouble, many jurists arguing that the law here acknowledges the keeping of a brothel as a trade, and, that, therefore, local boards cannot forbid such houses.

C.—Special penalties against persons who induce women or girls to quit our country for a foreign State, with a view to entering upon an immoral life in the foreign State, do not exist in our legislation, but we have Article 278, which runs : " Any person who conveys anybody over the frontiers of a European country, with a view of unlawfully putting him under the power of another person, or of removing him into a helpless condition, is liable, as guilty of robbery of man, to a penalty not exceeding twelve years' imprisonment."

Further, the white slave traffickers may be brought within the scope of several clauses relating to fraud, violation of personal liberty, etc.

D.—Neither does our law contain any penalty against persons who employ young women in places of public entertainment, " where drink is sold under circumstances calculated to expose them to inducements to lead an immoral life."

Our Liquor Act forbids the granting of drink licenses to brothels.

In some places there exist local ordinances in this respect, and the police watch public entertainments, so that the license is withdrawn if it threatens public morality. Much depends upon the disposition of the local authorities.

Question II.

The extradition of foreigners guilty, in their own country, of offences summarised by the Law of 6th of April, 1895, to which belong nearly all the crimes cited above, can only be carried out through diplomacy. While awaiting the application of the foreign Government, the foreigner can be detained by order of the officer of justice in whose province he is.

The same method is applied to Dutchmen guilty of such offences, who have taken refuge in a foreign State, provided the said State has concluded a treaty of extradition with the Netherlands.

Foreigners Act.

Article 1 of the Law of August 13th, 1879, the so-called " Foreigners Act," provides that " all foreigners having sufficient means of subsistence, or being able to obtain such by labour are admitted into the Netherlands."

This act also regulates the formalities required of foreigners who want to take up their abode in our country. In Parliament, and in official documents, it is often stated that the committing of prostitution cannot be considered as a " sufficient means of subsistence," or as " labour " in the sense of this law.

Accordingly, a Chief of Police has the right to refuse to admit women living on prostitution, and to return them to the frontiers.

There is, however, no uniformity in the application of this Act in this

respect. In Amsterdam, and in all places where prostitution is regulated, foreign prostitutes are admitted in the recognised brothels, one of the probable reasons being, that such foreign women in brothels are much easier to keep under so-called sanitary control.

In other places those women are turned out, even if they pretend to practise an honest trade, as soon as they appear to make money by debauchery.

Treaties with the Netherlands relating to the White Slave Traffic.

This leads me to speak on an important part of our subject: on the agreements between the Government of the Netherlands and those of Belgium, Austria, and Germany, to prevent the trade in women and girls.*

Agreement with Belgium.

The oldest declaration of this kind dates from 18th December, 1886, and was concluded with Belgium.

The respective Governments pledge themselves to secure, within legal limits to promote as far as possible, that women or girls belonging to one country, prostituting themselves in another country, shall be sent away in the direction of the country to which they belong, whether at their own request or that of those in authority over them, who are, before their return, informed of the date when, and the place whither they are sent.

This first agreement leaves much to be desired. Its principal characteristic is the exaggerated caution prescribed. It has not much practical value. It is, indeed, very difficult to decide whether a girl has delivered herself to prostitution in the foreign country *against her will*, or the contrary. Brothel-keepers, and other immoral persons, have all means at their command to prevent foreign girls, in their power, from informing the Government of their country of their desire to return. And why are the girls sent in the direction of, and not into, their own country? Many questions might be added to show the incompleteness of this agreement.

Happily, the declaration of 30th November, 1888, between the Government of Austria and the Netherlands, and that of the 15th April, 1891, with Germany, are more efficient than that with Belgium, because (1) every girl under age, whether or not her debauchery be voluntary, is sent back on the request of persons in authority over her, not only in the direction of, but into, the country of her origin. If the woman or girl, or her relations are not able to pay the expenses of her transfer, the State where she is will defray them as far as the frontier, and the State to which she belongs for the remaining part of the journey.

* The text of these treaties is given in the Appendix to this paper.

Results.

In virtue of the last agreement, many a German girl has escaped moral ruin in Holland.

It often occurs, however, that parents or guardians do not oppose the debauchery of their child or ward in the foreign land. The statements of these girls or women before the police officer are often unreliable.

There is, however, great laxity in the application of the law concerning some of these offences. Thus the offence of *proxenetism*, described above, often occurs in our large cities. Prosecutions on this head, however, are relatively rare, and as yet no brothel-keeper has ever been prosecuted on account of his admitting *men* under age into his house, though this is contrary to the law.

Let it be borne in mind that in our country a prosecution never can be started by private persons, but only by the Judge appointed (called Officer of Justice). Private individuals having knowledge of the commission of a crime may accuse the alleged offender and demand his prosecution by the Officer of Justice, but if the latter finds himself unable to comply with the request, nothing can be done.

The police, with some laudable exceptions, often show too little zeal in the discovery of these offences, though such crimes are frequently committed in the towns as well as in the country. Private persons or organisations may have indirect influence by forming public opinion and criticising the doings of the police.

Question V.

Work of Private Organisations.

But private initiative is of much more importance in preventing country girls from falling into the snares of procurers. Most persons do not like to turn to the police for information, which can only warn when the danger is great.

De Nederlandsche Vrouwenbond tot verhooging "van het Zedelijk Bewustzijn," the Dutch branch of the "Union des Amies de la Jeune Fille," the Midnight Mission and other organisations, many ministers of religion, and other private persons are constantly warning and helping girls likely to fall into such a danger. Everywhere there are correspondents willing to verify the honesty of employers, to give information about trustworthy persons with whom girls may spend their evenings or find good advice. Homes where girls or women can live safely and cheaply are found in every place of any importance, the addresses of which are announced in railway waiting-rooms, platforms, and in most steamers and public conveyances.

All these efforts, however, do not prevent a great number of girls flocking to the cities, allured by the higher salaries and the pleasures of city life.

QUESTION VI.

There are no statistics showing the extent to which young Dutch women have been induced to go abroad to an immoral life.

The Amsterdam police maintain that Dutch girls are not wanted, because nobody understands them abroad. I cannot agree with this, as I know from reliable sources that not only in Paris and London, but even in Russia, Egypt and British India, Dutch girls are found in a life of shame, though I cannot say if they were brought there with their own consent or not.

QUESTION VII.

I now have to answer the last and important question. What changes we should want in our own legislation, and those of other nations regarding the subject occupying us here.

The "Nederlandsche Vereeniging tegen de Prostitutie," has proposed an amendment to our Penal Code, which, if other countries would introduce a similar clause in their legislation, would render proxenetism in all its different shapes almost impossible, at least where treaties were concluded at the same time, between all civilised Powers.

The proposed amendment is as follows :—

(1.) The following persons guilty of proxenetism, are punishable with imprisonment : The father, mother, guardian or co-guardian, causing or facilitating the defilement of his minor child, or ward by a third person, whether by rendering assistance or procuring the occasion or the means. (Maximum six years).

(2.) Any other person who, for the pursuit of gain, causes or facilitates the defilement of any person by a third, or who makes a trade of, or renders assistance in procuring the occasion, or the means to such defilement. (Maximum five years.)

(3.) Any person practising personal vice, who causes or facilitates the defilement of a person under age. (Maximum four years.)

The first clause requires no explanation here. The second recommends itself particularly by its general bearing upon all cases of proxenetism. Keepers of brothels, and all other houses of debauchery, whether in the shape of hotels, beerhouses, shops, clubs, etc. ; registries, souteneurs promoting the debauchery of the women they live with, and any form whatever, fall under the terms of this clause.

The value of the third provision cannot be overlooked, justice requiring that vicious men, especially rich ones, abusing women under age, should not escape punishment.

As to adults, it appears to us that the State is not competent to enter upon the domain of morality in a more limited sense, which would happen were a penalty imposed on adults who agreed to commit immoral acts.

The case is a different one when the woman stands in a particular relation of dependence upon the person committing debauchery with her.

Such cases this Association proposed should be punishable, *e.g*, fathers of families, or their sons, defiling their servants resident with them, or other women serving them for wages, or commonly doing labour for them.

PROPOSED TEXT FOR INTERNATIONAL TREATIES.

It is not sufficient to seek to exterminate the trade in girls by penalties; international treaties will be necessary. This Association suggests the following form for these :—

ART. 1.—The Governments of and of agree mutually to send back from the country in which they are, into the country to which they belong, women and girls habitually delivering themselves to prostitution.

ART. 2.—The sending back will take place without regard to the claims which third persons may put forward against these women or girls in consequence of relations resulting from the state of prostitution, except in the case when the execution of a judiciary mandate bars the return.

ART. 3.—Before the woman or girl is sent back the respective Powers shall inform each other of the date when and the place whither the woman or girl will be taken.

ART. 4.—In case the woman or girl to be sent back cannot defray the travelling expenses, and has no husband, parents, or guardian who can pay for her, the cost of her transfer shall be charged on the respective States for as far as the transfer takes place in their dominion.

The expenses of the journey through a third State are charged on the State to which the woman or girl belongs.

If a similar agreement were adopted, and a penalty added in order to prevent the women returning and continuing the same life, the trade in girls would involve such a large risk that there would not be any profit left.

Should the acknowledged philanthropic societies co-operate with the Governments, and await the girls on the frontier, or in some other place, to help them if they wished to be helped, all harshness, which some may find in the proposed measure, would be removed. But this latter proposal belongs to the second report, so I shall not dwell upon it here.

Appendix to M. VELTHUIJSEN'S Paper.

TREATY BETWEEN THE NETHERLANDS AND BELGIUM.
DECEMBER 18TH, 1886.

(*a*) ART. I.—The Government of the Netherlands and the Government of Belgium agree mutually that, as far as possible within legal bounds, those women and girls belonging to either country who, against their will, are compelled to take up a life of prostitution in the other country, whether it be on their own demand or on that of persons having authority over them, shall be sent back from the country in which they are to the country to which they belong.

ART. II.—Before effecting the transmission of a married woman, or of a girl under age, according to the laws of her native country, the administration shall communicate with the persons having authority over her, advising them of the date of the transmission, and the locality to which the woman or girl will be sent.

TREATY BETWEEN THE NETHERLANDS AND AUSTRO-HUNGARY.
NOVEMBER 30TH, 1888.

(*b*) ART. I.—The Governments of the Netherlands and the Monarchy of Austro-Hungary mutually agree that, as far as possible within legal bounds, those women and girls belonging to either country who, against their will, are compelled to take up a life of prostitution in the other country, shall, whether on their own demand, or on the demand of persons having authority over them, be sent back from the country where they are into the country to which they belong.

ART. II.—The said Governments mutually agree, as far as possible within legal limits, that those girls under age, according to the laws of their country, who by their own consent enter on a life of prostitution in another country, shall, on demand of their parents or guardians, be sent back to their native country.

ART. III.—They must be sent back without regard to any claims that the third party may advance against these women or girls, owing to any relations resulting from their state of prostitution, except in cases where a judicial order is opposed to their being sent back.

ART. IV.—Before effecting the sending back of a married woman, or of a girl under age, according to the law of her own country, the administration shall communicate with the persons in authority over her, advising them of the date of transmission, and of the locality to which the woman or girl will be sent.

ART. V.—In cases where the woman or girl to be sent back cannot herself defray the costs of the transfer, and has neither husband, parents or guardians who will pay for her, the expense occasioned by the sending back shall be at the charge of each country respectively, in so far as the transference affects its own territory.

The cost of transit through the territory of a third Power shall be borne, in this case, by the country to which the woman or girl belongs.

TREATY BETWEEN THE NETHERLANDS AND GERMANY, NOVEMBER 15TH, 1889, RATIFIED BY THE LAW OF HOLLAND, APRIL 10TH, 1891.

ART. I.—The Government of the Netherlands and the Government of the Empire of Germany agree mutually within legal limits that those women and girls, belonging to either country, who shall take up a life of prostitution in the other country shall undergo an interrogation as to whence they come, and what induced them to leave their own country.

A report of the proceedings relative to this subject shall be sent to the authorities of the country to which the said women or girls shall belong.

ART. II.—The contracting parties mutually agree that, as far as possible within legal limits, those women or girls who, against their will, are forced to enter on a life of prostitution, shall, whether on their own demand, or on demand of persons having authority over them, be sent back from the country where they are and conducted to the frontiers of their native country.

ART. III.—The contracting parties further mutually agree to give their assistance, as far as possible within legal limits, to those girls still under age according to the law of their country, and leading a life of prostitution of their own free will in the other country, being sent back, on demand of their parents or guardians, within legal limits, to their native country.

ART. IV.—Before effecting the sending back of one of the persons mentioned in Articles II. and III., the administration undertaking it shall communicate with the authorities of the country to which the person in question belongs, so that the persons having authority over her shall be advised as to the date of her transmission and the locality to which she will be sent.

ART. V.—The correspondence between the authorities of the two countries relative to this transmission shall be carried on in as direct a manner as possible.

ART. VI.—In the cases where the expenses occasioned by the maintenance and sending back to the frontier of these women and girls cannot be defrayed by themselves, or by their husbands, parents, or guardians, they shall be at the charge of the country which has effected the sending back.

REPORTS READ at the CONGRESS.

Part II.—MORAL AND SOCIAL.

RUSSIA.

By Prince SERGE VOLKONSKY.

AMONG the different institutions, whether of official or of private character, of our country, we must quote in the first place, as answering to the idea designated by the first question, the Society for Working Homes, founded in 1895 under the protection of H.M. the Empress Alexandra. (We give details further on.) The Society for National Temperance, having the object of combating the use of alcoholic drinks, procures to the people all kinds of entertainments of a more or less instructive character, such as theatricals, lectures, libraries and reading rooms, etc., and thus indirectly helps the moral uplifting of men and women.

For the protection of girls whose parents are drunkards or criminals, or who roam the streets, different institutions exist. There are Children's Homes for boys and girls, as the "Olga Home" near St. Petersburg, where girls are trained from the age of six to sixteen. A special home in St. Petersburg exists for the children of those who live in the so-called Viasemsky-House, a sort of "ghetto" swarming with tramps, beggars, pick-pockets, etc. A "Kindergarten" exists for children of criminals detained in prisons; the number of children taken care of by these homes amounts to 4,000. The "Society for taking care of poor and invalid children," in St. Petersburg, has a section for the protection of children against cruel treatment. A Society for the same purpose exists in Moscow.

In the so-called "Department of the Institutions of the Empress Mary" there is a special department for poor children, especially orphans, which up to the present date comprises 365 children's homes for 15,000 children. The "Imperial Philanthropic Society" among its various institutions has also children's homes, where, according to the report of 1894, 5,444 children were taken care of.

For the protection of girls of the working classes good work is done by the above-mentioned Working-Homes, under the patronage of H.M. the Empress Alexandra. This institution, founded in 1895, extends its activity over the whole Empire, and to-day there are 133 homes of different types, yet all with the same object—that of procuring an honest living for men, women, boys and girls. In the

sections for males, the work very often ceases in the summer, when working hands are required by agriculture or navigation; in the sections for women and girls the work goes on all the year round.

In the same direction is the work carried on by the Society for Protecting Young Girls, founded in St. Petersburg in 1897. The very varied programme of its activity includes Sunday clubs, homes and rooms at low rates, protection against ill-treatment, the procuring of work and situations, help with clothes, medical assistance, assistance to those who arrive by railway or steamer, help for those who have been drawn into vice and wish to change their life.

Similar purposes are pursued by the Evangelical Society in St. Petersburg, founded in 1884, which extends its protection to girls of the Evangelical denomination. According to the report of 1898, 605 girls were taken care of by the Society during that year.

No special steps are taken in the schools to educate boys on the duty and advantage of chastity, with the exception of those moral precepts which might be given by the priests while explaining the Seventh Commandment. Our personal observation is that priests, as a rule, use the greatest care and reserve in dealing with the subject, the general opinion evidently being that a greater insistence might awake in the boys too great a curiosity. The matter is passed over in silence in schools, and entirely left to the influence of the home, or to the chances of surroundings for those who have no home.

With regard to sexual abstinence on the part of young men before entering marriage, opinions differ; some recommend it as a means of preserving the organism and accumulating forces, others warn against the dangers of sexual incapacity. The prevailing opinion, however, is that medicine knows no illness resulting from abstinence, whereas it has constantly to deal with evils resulting from abuse. The great majority of our medical celebrities—not only our moralists—regard chastity as a basis of domestic happiness. "Unfortunately," says Professor Tarnovsky, "while a few of us are preaching chastity, the whole structure of society, especially in large towns, excites to debauchery and dissoluteness."

In Russia the control of prostitution is entrusted to the local police authorities. No actual law was ever enacted to regulate the conduct of the police on that point, or the rights and duties of the holders of houses of prostitution, and the persons frequenting them, or those of the prostitutes themselves; only the Governmental authorities are called upon to issue rules and instructions on the subject, which, though not publicly made known, regulate the conduct of the police. According to these rules, in some of the larger towns (St. Petersburg, Warsaw, Kazen, Riga, Vitebsk, Dvinsk, Kovno, Rybinsk, Libau, Mitau, Souvalsky, Tula, and some district towns of Poland) special committees

of medical police have been organised in connection with the local police, whose duties are—

(*a*) The finding out, with the help of the police, of professional prostitutes;

(*b*) The registering of the names of these women on the list of prostitutes, and the erasure from the list of those who wish to give up their calling;

(*c*) The periodical medical examination of these women (from once to twice a week);

(*d*) The issue of permission to open houses of prostitution and other places where lewdness is practised (secret dens), and the control of such houses.

Further, of late, as an experiment, in Moscow, Minsk, Perm, Bobrouisk, and Kalouga, special sanitary commissions have been founded in connection with the municipal administration, or independently of it in connection with the provincial administration. These commissions are entrusted with the same duties. In the remaining towns of Russia the prostitutes are under the immediate control of the local police.

It is evident that these measures for the control of prostitution might be most competent to protect girls from fraud and abuse, and to give them the possibility of extricating themselves from the whirl of immorality, as the agents employed, while registering them among the prostitutes, and later passing them on for periodical examinations, might successfully find out the causes that led those women to fall into vice. They might endeavour to convince them of the wrong they are doing, and explain the rules limiting their freedom, and thus endeavour to lead some of them to adopt another mode of life.

Unfortunately, this result is seldom attained, for the following reasons:—

Firstly. All the rules regulating the profession of immorality have the sole aim of protecting public health from the consequences of prostitution itself, *i.e.*, to avoid the spreading of syphilis and kindred disorders. There are scarcely any rules to protect the prostitutes themselves from the abuse of power on the part of those into whose hands they fall. Their position is one of utter helplessness, and they are considered as being beyond the pale of the law, and undeserving of protection from the authorities, who are, as it were, only called upon to protect others from their injurious influence.

Under such Governmental regulations it is only natural that those whose duty it is to put them into execution should aim chiefly at the protection of public health, and should be apt to lose sight of the other side of the question, *i.e.*, protecting, and, if possible, saving the fallen women themselves.

Secondly. As above mentioned, the control of prostitution, almost everywhere, is entrusted to the care of the local police, who, having numerous other duties, are not able to pay due attention to this one in particular, and are apt to neglect it as a matter of secondary importance, in fact as a mere formality.

Thirdly. The greatest number of prostitutes belong to the lowest classes of society, and have no education. (In St. Petersburg 90 per cent. of all the prostitutes belong to the lowest classes, and of these 78 per cent. can neither read nor write.—"Medical Statistics," 1897-8.) A very great number of them consist of young girls who come into the large towns from their country homes to earn their bread. A woman of this uncivilised class, of course, has a very indistinct idea of her rights, of the meaning of social laws, and of police regulations, and when once she gets into the helpless position in which she is placed by the rules controlling prostitution she can see no way out of it, and becomes convinced that the law itself takes away every possibility of her getting out of her position.

From what has been said, it appears that the work of saving fallen women is not carried on under favourable circumstances in Russia. Only in a few places have attempts been made to better these conditions.

Thus, in St. Petersburg, a representative of the House of Charity (a home for penitent Magdalenes), is a member of the Committee of Medical Police, and his taking part brings into the work of the Committee an element of care for the fate of fallen women, an element which does not exist in the official regulations, which merely control them.

In Minsk, where of late the control of prostitution has been entrusted to the city authorities, there are signs of a new tendency, and the Sanitary Committee has issued some regulations to further it.

The rescue of fallen women is more easily obtained among those who are undergoing medical treatment in hospitals, and it is just such kind of cases that are looked up by the Home in Moscow and the Houses of Charity in St. Petersburg.

A Sister of Charity, member of the Evangelical Community in Strelna, is permanently placed at the disposal of the Evangelical City Mission, and is most active and useful in this respect. In 1898, this work was taken up with great success by a Sister of Charity belonging to the Greek Orthodox Church.

At present this work has been undertaken by one of the head nurses of the Kalinkin hospital, member of the local Benevolent Society. The Greek Orthodox priest of the hospital and one of the Lutheran clergymen, together with some other persons, also try to influence the patients by reading to them suitable books on religious and general subjects; and by private conversation with those who are young and less cor-

rupt. But all these attempts are paralysed by the influence of the majority of the sick prostitutes, who often hinder those who wish to return to a right mode of life, by making game of them. Moral help to patients of the Catholic or Jewish faith is not organised at all.

Of late the St. Petersburg syphilis hospital has begun to give manual work to those prostitutes undergoing treatment, who wish to work. This measure, besides putting an end to the idleness that hitherto reigned supreme in the hospital, can give the convalescents the opportunity of earning some small amount of money with which to begin a life of honest labour.

There are few homes and charitable societies for penitent prostitutes in Russia, and the number of persons received in such as exist is very limited. The lack of public effort in this respect is to be explained by doubts as to whether these establishments obtain any favourable results. In St. Petersburg there exists a home of charity in which there are twenty-two women at the present time. The house also contains a section for girls under age who have fallen, and a preventive section for girls who are in danger of succumbing to immorality (fifty-two persons in all). There is also a Protestant House of Charity in St. Petersburg, and Magdalene Homes in Riga, Revel and Moscow, into which latter the prostitutes are received from the local (Miasnitzky) hospital; there are two homes for prostitutes in Warsaw, and a Society of St. Magdalene in Odessa. Besides these, a Society was formed a short time ago in Petersburg similar to the Evangelical Society for Lutheran girls, that has existed for a considerable time in our capital. The aim of the new society is to look after young girls working at different shops and manufactories, and to offer them wholesome pleasures on the holidays, instead of the great number of public dancing parties at which they make bad acquaintances. We must also mention the Workshop for Women founded by the late N. A. Vargounin. Established on a basis of co-operation, it enables girls of the working class to obtain permanent labour.

The lists of persons who are liable to medical control by the police mostly contain the names of women who have signed acts of voluntary submission, not under sixteen years of age. Nevertheless, in St. Petersburg prostitutes of even ten years old are found, but the police-medical control can do nothing for lack of room in the existing Homes.

Many of the women and girls who have signed the act of voluntary submission to the control, have the vaguest possible idea of the importance of the deed they have signed. The greater number sign it under the pressure of want. The placing of them under control as well as the freeing from it, is done by the decision of the Committee or its substitutes. In both cases one has to rely entirely upon the con-

scientiousness of the police agents, who inquire into the conduct of the women.

According to the regulations of the Committee those are entitled to be exonerated from being examined who attain advanced age ; those who marry ; those who return home ; those whose parents or other trustworthy persons consent to take charge of them ; lastly, those who enter the House of Charity or other similar institutions.

As regards their civil and social standing, girls and women in Russia enjoy the same rights and privileges as men, and therefore benefit by the general laws provided for ensuring their personal and pecuniary immunity.

The age of consent on the part of a young woman is fourteen, excepting for natives of the Caucasus for whom it is thirteen.

Immoral relations between men and women of the same family are stringently prosecuted by the Russian law, although its object, in this case, is not the protection of girls and women, but rather considerations of a religious character, such relations between members of the same family being accounted as a grievous offence and classed under the denomination of incest.

The penalty involved in the crime of incest is regulated by the degree of relationship between the parties.

Immoral relations with a daughter, a grand-daughter or a sister involve the loss of all social rights and privileges, transportation to Siberia, solitary confinement for a term not less than three years and four months, and not exceeding six years and eight months, and, subsequently, lifelong confinement with hard labour in a monastery. (Crim. Law., Art. 1593, 1594.)

Immoral relations with an aunt, a niece, a mother-in-law, or a daughter-in-law involve loss of all social rights and privileges, transportation to Siberia or imprisonment with compulsory labour for a term not exceeding two and a half years.

Immoral relations with a first cousin or a sister-in-law, involve confinement in a monastery, for a term not exceeding eight months.

The same penalty is applicable in cases of immoral relations between relatives whose degree of kinship, according to the laws of the Church, is no impediment to their being united in wedlock, if for some other cause marriage cannot take place between them. (Criminal Law, Art. 1594.)

A few remarks before concluding the present paper. Many of the answers to the questions which have been directed to us, are incomplete, nor have all of them a character of preciseness. The Conference will kindly excuse the deficiencies of our report, while taking into consideration that nearly all questions point to such manifestations of social life as mostly result from private initiative in the domain of charity,

and every one knows how difficult it is to draw statistics from this kind of activity. We think, besides, that a certain vagueness is involved in the character of the questions. Whereas the first list of questions strikes at the very heart of the matter, the second opens wide horizons into various directions, and necessitates digressions into special domains of morals, education, and medicine, which—though very important, each of them—stand in a more or less distant connection with the question which has been presented to us as the main object of the Conference. Therefore we express the wish that greater attention will be concentrated upon the questions dealt with in the first part of the programme. The more important the work, the more the worker has to remember the German poet's saying: "Wenn man was leisten will, muss man sich beschränken," "We must limit ourselves, if we want to accomplish anything."

BELGIUM.

WITH regard to the Agencies employed in Belgium for the care and protection of girls, and the moral uplifting of young men and young women, we have received answers from Mme. Kufferath, Mme. Meyhoffer, E. Belleroche, Mlle. Van Diest, M.D., of Brussels, Dr. Moeller, and others.

From these we gather the following details :—

MEN.

1. As regards moral work among men, there are in Belgium many Societies, both for soldiers and civilians ; and there is also the " Union Chrétienne," or Y.M.C.A. (Protestant). The object of all these is to " raise the tone of morality among men and boys."

ORPHANS.

2. As regards Institutions for training unprotected girls, a long list of orphanages is given, in the various large towns of Belgium, but it is not stated whether these are available under any circumstances for destitute, deserted, or ill-used girls who are not orphans.

WORKING GIRLS.

3. As to Guilds, Clubs, or Associations for working girls, there are in Brussels recreation, sewing, and saving clubs for Belgian girls, a club for German girls, and a club for English girls.

GIRLS TRAVELLING, ETC.

4. As to protection afforded to young women travelling or changing their situation, there are the following agencies :—

(1.) The Belgian Branch of the International Society for Befriending Young Girls, a Society founded by Mme. Aimé Humbert in 1877, and which has its headquarters at Neuchâtel. The ladies belonging to this Society undertake to meet girls arriving in the town where they live, transfer them safely from station to station, enquire as to the respectability of situations offered them, and otherwise befriend them. There are such ladies in about a dozen Belgian towns, and the number is rapidly increasing. Each lady is furnished with a complete list of the ladies undertaking similar work in other towns, so that the lady who befriends a girl at her point of departure, can announce her coming to the lady at her point of arrival, and make all arrangements for her.

This part of the work is, of course, identical with that of the Travellers' Aid Society of the Young Women's Christian Association in England.

The object of the Association is to surround the friendless girl with a network of protection, wherever she may go ; and she herself is furnished with a card or paper, the fly-leaf of which bears her own name and that of the lady who recommends her, while the inside contains advice and information that may be useful to her, and a list of names and addresses of ladies, Homes, etc., where she may apply for help in case of difficulty.

Servants' Homes.

(2.) There are in Brussels two Homes for governesses and four for servants. Of the former, one is British. Of the latter, one belongs to the "Ligue des Femmes Chrétiennes."

Warnings.

(3.) Notices are placed in the third class carriages on the Belgian lines, and also in some railway stations, warning young women against strangers who may attempt to decoy them.

Rescue Homes.

5. As to efforts for the rescue of fallen women :—

(1.) There are two Refuges for the fallen in Brussels, one at Gand, one at Liège, one at Namur.

Lock Hospital Work.

(2.) Ladies visit regularly, with the sanction of the hospital authorities, the Lock Hospital of St. Pierre, in Brussels, and do their utmost to influence the women for their good. But for the most part the women are utterly indifferent, and seem to have no sense of good and evil, so that there is very rarely any visible result.

(3.) At the Dispensaries, and at several of the police stations where girls apply to be entered on the register as prostitutes, they are urged to think twice before taking such a step, and advised to enter one of the Refuges open to them. But, once entered on that life, it can be only very occasionally that they meet with any suggestion or offer of help to abandon it.

6. Turning to the study of the conditions of ordinary life and education, and their effect on the morality of men and women, we are informed :—

Religious Teaching.

(1.) As to moral education, that the religious teaching in all the schools includes the teaching of purity.

Medical Teaching.

(2.) As to medical teaching on the subject, Dr. Moeller says:—"Medical teaching is absolutely silent as to the physical value of chastity among men. Many doctors and professors of medicine still cling to the old idea that chastity is bad for the health of young men. It may not be said in so many words, but practically this is what their teaching comes to; and I am told that there are some professors who do not hesitate to teach it openly."

Teaching of the Young.

(3.) With regard to the moral instruction of children, Mlle. (Dr.) Van Diest sends a paper full of solemn warning. She has in her practice seen much of various forms of immorality, and has been struck by the ignorance and unconsciousness of those who practise it. She is convinced that ignorance, so far from protecting innocence, is a positive factor in the spread of immorality. The whole method of dealing with the question, from childhood upwards, which is generally adopted in civilised countries is false and injurious. The child is led to feel that the subject is enveloped in mystery and shame—mystery, which invites curiosity, and shame, which injures self respect. The intention is, to turn the child's mind away from the subject, but the effect is precisely the other way. Children talk among themselves, the more precocious share the bits of information they have got in all sorts of ways, and so the seeds of corruption are sown, to spring up in later years. The corrupted child grows up into the profligate adult. It is no exaggeration to say that 50 per cent. both of men and women would, if questioned, have the same sad history to tell. And this is true not of Belgium only. A long residence in various countries has led to the conviction that it is much the same everywhere.

Miss Van Diest holds, therefore, that the root of the evil lies in the absence of effectual early training and instruction, and that it is little use combating the vices of the grown man while new generations are being brought up in no better or wiser way than he was; and she appeals to mothers to find a solution of the problem, and no longer leave to chance the instruction of their children in so vital a matter.

7. As to the bearing of the conditions of industrial life on morality, Mme. Kufferath sends two papers—one on women's wages and one on over-crowding.

Women's Wages.

(1.) As to women's wages, she is not able to give the results of the recent industrial census, only part of which has yet been published, but forwards a table taken from the Report of an official inquiry made in 1891, showing the salaries of thirty-nine classes of

workwomen in Brussels. She believes the statistics, though eight years old, present a fair approximation to the conditions of to-day. According to this table the scale varies from (in a single case, that of a forewoman) 4 francs for an average of 8 or 9 hours, 3 francs 50 centimes (also in a single case) for 10 hours, and 3 francs (in four cases) for 10 or 11 hours' work, down to 80, 70, 55, 45, 25, and (in one case) 20 centimes for the same number of hours. At this rate, says Mme. Kufferath, it is obviously impossible to live by honest labour, and there is nothing but the wages of dishonour to stand between the worker and starvation. [The trades given in the table include wood and bamboo work, type-founding, printing, lithography, tanning and leather dressing, waterproofing, wool-combing, spinning and weaving, felt and straw hat making, and glove making. The census is taken for April, a busy month, the average number of working days in that month varying in the different trades from 22 to 26. The lowest wage quoted—20 centimes for 10 hours' work—is for girls of thirteen to fourteen employed as cane-makers.]

Overcrowding.

(2.) As to overcrowding, Mme. Kufferath says that the question of workmen's dwellings has, of late years, attracted much attention in Belgium, and enquiries have been set on foot by the "Comités de Patronage," constituted by the Act of 1889, and by the Association for the improvement of Workmen's Dwellings founded at Brussels in 1892.

[The *Caisse d'Epargne* (National Savings Bank) is authorised by law to make advances to building societies, either for building or for loans to workmen wishing to build or buy. These advances are made at a very low rate of interest, on condition that the building societies (of which there are six in Brussels and the surrounding districts), should themselves lend at three or four per cent. without taking a profit. In two of the Brussels Communes the Communal Councils are undertaking the building of workmen's dwellings, and in other places the Bureaux de Bienfaisance have built a large number.]

As to the existing accommodation for workmen's families, Mme. Kufferath gives the official statistics for five Communes, in which, roughly speaking, about one quarter of the total number of families live in a single room (sometimes a garret or cellar), and from one-third to half in two rooms only, for all purposes.

Generally, the workman is said to be badly lodged, owing to want of space, light, and air.

Here is a description of a house in one of the industrial quarters of Brussels :—"The rooms are small, low, and dirty, especially the garrets, which let at from 5 fr. to 7 fr. a month. Sixteen persons occupy five small garrets." Again :—"The alley is ill-kept, overcrowded, and

foul with the smell of rabbit-skins. In some of the filthy garrets there is no bedding. Most of the children are brought up in idleness and vice ; men and women live promiscuously ; the roofs give free passage to the wind and rain ; in most of the rooms rags are stuffed into the broken windows." Other rooms are described as close, dark, small, ill-smelling, and unhealthy, each serving as sleeping room to a whole family, sometimes numbering ten persons.

The reports several times point out, what is indeed self-evident, that the herding together of families in such conditions must favour promiscuity, and contribute very seriously to the demoralisation of the children of the working classes.

Position of Working Women.

M. E. Belleroche appends a short paper on the position of the working women generally in Belgium, as represented in the report on women's life and work, drawn up in 1892 for the Chicago Exhibition by a committee of Belgian ladies, under the patronage of the Queen and the Countess of Flanders.

In Belgium, out of six million inhabitants, one million consists of women who have to earn their bread. The proportion is large, and necessarily keeps down the rate of wages.

A large number of women work in the fields, and even in the mines, while they are curiously absent in some of the lighter trades. Sweating and the truck system (*le pressurage, et le paiement en nature*), though forbidden, are not unknown in women's trades in Belgium ; and women's trade unions and mutual help societies hardly exist.

Dangers of the Young Workwoman.

The perils of the young workwoman in Belgium are very great. Above the toiling and suffering class to which she belongs are the leisured classes, whose young men grow up, to a great extent, in luxury and idleness, given up to racing, gaming, drinking, and the like. Silly mothers, readers of silly novels, exert no restraining influence ; and the license of the carnival ball, the dancing saloon, the drink-shop, and the low illustrated paper, exercise an influence of the lowest kind. It seems as if the one class were made to prey upon the other. The respect for women, so general in England and the United States, is often wanting in the continental countries of Europe. Young girls and pretty women are tracked by men as a matter of course—almost of right ; elderly men with plenty of money are among their worst enemies, and too often their own education has done nothing to guard them against the wiles of the seducer. The love of luxury and amusement is not confined to a single class, and the miserable earnings afford no margin for innocent pleasures.

White Slaves.

And even girls more happily circumstanced too often become the victims of the White Slave Traffic, having themselves prepared the way to their fall by their own giddiness and carelessness.

Laws Relating to Women.

The Code Civil, instituted by Napoleon I., who had neither tenderness nor justice for women, embodies more than one standing injustice. (The Rhenish Provinces will get rid of it next year, when the new Code prepared by the German Government will come into force.) In Belgium, under the Code Civil, the mother of an illegitimate child can enforce no claim on the father for its maintenance; nor can a married woman protect her earnings or savings from a drunken or dissolute husband. A Bill on this subject is now before the Chamber.

FRANCE.

Report by M. HENRI JOLY.

I.—Do you possess any national agency for raising the moral standard of men and women ?

Beyond the action, on the religious side, of the various recognised sects, and on the other, of the common law and of the school, we do not see how it is possible to establish a special agency having so wide an aim. Let me say, however, that for many years the Church and the school have endeavoured to enlarge their field of action, the former by the series of popular addresses called "missions," the latter by "continuation classes," where the young people who have just left the primary schools assemble afresh, especially in the evening, to receive supplementary instruction, to organise associated efforts, etc.

Also we have engaged in the struggle against immoral advertisements, that is the great service which is rendered by the "Central Society for Protesting against the License of the Streets," the "League of Public Morality," and the newspaper "Social Reform." Although our code does not yet give to our associations the right of summoning offenders, yet the afore-mentioned societies have none the less contributed to the diminution both of the number and intensity of the temptations resulting from indecent publications, and from advertisements containing licentious pictures.

Lastly, there exist among us various leagues against alcoholism, against begging by children, etc. We pay more attention to these efforts consecrated to definite objects than to a general society which might be pretentious enough to embrace too much.

II.—What institutions have you for the training of young and unprotected girls :—

(*a*) Girls whose parents are drunken or criminal ?

(*b*) Girls who refuse to submit to the control of their parents, or who frequent the streets and bad company ?

Speaking generally, France has in the interests of children—boys or girls—innumerable private institutions, and there is no girl, "unprotected" by her natural relations, who cannot be cared for by the efforts of the commune or the parish, or some society which entrusts her to one of these charitable establishments.

A few figures will suffice, I think, to give an idea of this luxuriant crop of institutions for assistance or prevention.

The "Central Bureau of Charitable Institutions" in Paris has drawn up a list of societies which it is endeavouring to correlate into a complete system. The total list in 1896 and 1897 filled, for Paris alone, a volume of 650 pages octavo, closely printed, and for the provinces, 1,200 pages, the whole containing the names of 64,000 institutions. And yet scarcely was this double catalogue printed when it was found necessary to revise it. At the present moment, the number of charitable institutions overlooked at the time of the revision, recent as it is, or founded since, exceeds 4,000. The institutions designed for young girls are largely represented therein. Our orphanages for girls alone reach the number of 1,300.

When the parents are "habitual drunkards," or "engaged in a career of crime," the law of July 24th, 1884, allows them to be declared "deprived of paternal rights," and then their children are handed over to an institution, public or private. The society called "For the Protection of Childhood and Youth," founded by M. Jules Simon, takes action largely in this matter, both by the discovery and denunciation of unfit parents and by the placing of these children. The law of April 18th, 1898 (Articles 4 and 5), has happily extended on these points the powers of the magistrates to take steps for guardianship and protection, in the case of crimes or faults committed against children or by children.

In the case of young girls who refuse to submit to the authority of their parents, we have either detention after the manner of paternal correction, ordered by the president of the Civil Tribunal, and carried out in a public penitentiary, but one which is visited frequently by lady visitors; or incarceration, by simple family decision, in private establishments—such as the Convents of the Good Shepherd.

If the girl has committed some fault which brings her before the magistrates, she can, if under sixteen, be declared to have acted in ignorance, and be sent to a Reformatory, or House of Correction.

The Bureau for Penitentiaries has just opened one of these institutions at Poullens, but it continues to entrust these girls to religious establishments, among which we may mention the Ecole Sainte Odile, at Bavilliers, near Belfort, the Ecole de Sainte Anne d'Auray, etc., etc

III.—What institutions, societies, or associations have you to aid girls of the working classes? Describe them.

These institutions, also, are innumerable. Most of the urban districts of France consider it their duty to possess them. But it is clear that it is the respectable families, and girls desirous of keeping respectable, who have recourse to them. The indifferent, and, still more, those who have an inclination to evil, keep aloof.

Paris, and its environs, contain 191 institutions or societies for girls. Let us now take three of our provincial towns, choosing them out of those which have most interest for my foreign colleagues, and from among the seaports to which the traffickers in human flesh bring, in order to ship them off, those girls destined for houses of ill-fame beyond the seas.

The town of Rouen alone, in 1895, contained, specially for girls, six orphanages, two schools of apprenticeship, one Society of Lady Visitors, one House of Aid by Work, founded in 1885, and which, during its first year, gave temporary accommodation for at least eight days each to 354 women or girls, and procured places or other work for nearly all; the House of the Good Shepherd (*i.e.*, a kind of Rescue Home), containing one department for ordinary girls requiring lodging, and one department for girls rescued; one Refuge, divided into two distinct establishments, one almost wholly industrial, on the road to Darnétal; the other exclusively agricultural, and deservedly well known under the name of the "Farm de la Grande Marc;" the institution called "Our Lady of Good," the association for the placing in situations and mutual help of shop-girls, besides two institutions for girls who wish to get places as servants, or who, being servants already, find themselves, temporarily, without a situation. These two institutions, managed by Sisters of the Order of St. Francis, are part of a considerable agency, having branches in a great number of our towns. "What action is more meritorious," says one of the historians of a local charity, on this point, "than to save from misery and dishonour so many poor girls whom the streets are watching to make their prey! If it were possible to get statistics of the rescues thus effected by charitable and pious institutions, one would be truly surprised and astounded at the good which they accomplish daily for the benefit of humanity."

The town of Bordeaux has been mentioned to us by our Swiss friends as one of those whence the recruiters for American vice ship off the greater part of the girls brought from the centre or south-east of Europe. The local police, let me say in passing, are not ignorant of this fact, since, thanks to their vigilance, they have been able to get in 1884, 1885 and 1886, various convictions against persons, foreigners for the most part, who were thus shipping off minors, and they flatter themselves they have almost completely stopped this international traffic from being carried on by way of Bordeaux. As to its own population, this generous town does not stint in helps, both moral and material. All abound: maternity societies, hospitals for women when confined, in the shape of Homes of St. Raphael (*i.e.*, homes and infirmaries for fallen women), societies for the care of children, crêches, kindergartens, orphanages, work-rooms, homes for young apprentices, registries for servants, Young Women's Christian Union, family homes receiving, for only

1fr. 25c. (1s.) per day, young girls, workers or in shops, who have no relations of their own in the town.

Let me mention also that institution for moral improvement, the "Refuge of Nazareth" and the institution "la Misericorde." This latter, besides its house at Bordeaux, also possesses in the "département" (*i.e.*, county) at Piau and at Libourne, two buildings of 100 beds each. We will return to these latter establishments when we speak of those which are confined to fallen women; if we mention them now it is because at Bordeaux, as at Marseilles and at Montpellier, and in a dozen other towns, these establishments have usually a department of a merely protective nature open to girls still respectable and distinct from, although near to, the building which receives the more hapless class.

All that has just been said of Bordeaux can be said of Marseilles, where, in 1896, there were ten different institutions of charity for mothers, twenty-five orphanages for young girls, three industrial schools besides training-shops for apprentices and one agency for apprenticing, ten institutions of refuge (refuges and infirmaries both Catholic and Protestant), one society for the assistance of children brought up before the magistrates, and one society for repatriation, without mentioning societies for assistance by work, or societies of pure charity, hospitals, dispensaries and night refuges.

IV.—What steps are taken, if any, to combat the evil which we are endeavouring to cure by raising the level of morals among men and boys?

Besides the measures to preserve order generally mentioned above, we do not seem to have any crusade or league of this kind. Many people think that a great step would be taken in this direction if more than one law, inimical to family life, were abolished, as, for instance, the law of divorce, and the laws allowing the multiplication of drinking bars, and if greater facilities were given to measures for the spread of moral and religious ideas.

V.—Have any steps been taken in scholastic establishments, during teaching-hours, to teach young people the duties and advantages of chastity?

There is the inculcation of morals and the inculcation of modesty. I do not see what other attempts could be made with success. In the fight against alcoholism it is easy to put before children's eyes diagrams which can portray vividly the results of that vice. Perhaps it would be possible in the later years of the college or school course to use a similar method to demonstrate the intensity of the injuries caused by the

diseases arising out of vice. But the attempt seems to me very questionable and would be repugnant to a great number of parents.

VI.—Do you possess any medical teaching showing the advantages of chastity for men from the point of view of physique?

No, except, of course, lectures on venereal diseases.

VII.—Do you think it for the advantage of morality to keep boys and girls in ignorance of sexual facts?

Yes, as a rule; but we consider that to keep them long in this ignorance is becoming increasingly difficult, especially for boys. It is obvious that for a thousand reasons, social and physiological, this ignorance ought to cease earlier among these latter, and that this is the natural and nórmal course. As for girls, some writers have recently maintained that they ought to be put in possession at the outset of all the facts about the obligations and duties of the conjugal state. But others persistently believe that a girl will approach marriage and the prospect of a family with more delight and courage if she is led to it by her heart alone; in their judgment, a more complete knowledge of what marriage is ought to follow and not precede the choice of the heart.

VIII.—In business, can it be considered that the usual level of salaries is sufficient to enable a girl to live a respectable life?

As a rule, one can say that in business or industrial pursuits the salary or the earnings of a woman are only an extra assistance in the collective resources of an average family. Among women or girls having only themselves to reckon on, honestly, for lodging, clothing, food, the inequalities are very great; the majority do not get from their work sufficient remuneration. We except domestic service, which is generally well paid, and even enables persons to lay by money.

IX.—Is the absence of a separate bed and the difficulties of finding lodging a cause of immorality among the working classes?

Undoubtedly. The writer has often heard from persons most experienced in charitable work that a charitable society, however poor, ought never to refuse sufficient help to prevent the necessity of several children sleeping in one bed.

X.—What methods are adopted for the rescue of those who have fallen?

The method is, so to speak, one that is very simple; it consists in holding out to the unhappy one a helping hand, of getting deliverance for her, and, as far as possible, keeping her secret; of giving her,

finally, the chance of recovering herself through her maternal love in bringing up, or securing the suitable bringing up of her child.

For a long time the Bureau of "Assistance Publique" received, especially in Paris, the children confided to it, or it provided positions as wet-nurses for the girl-mothers. It has completed its work by creating in the capital a certain number of hospitals for pregnant women and girls—the Hospitals Georges-Sand, Pauline-Roland, Michelet (this latter containing 200 beds), the Convalescent Hospital, Ledru Rollin, etc. In its turn, private charity has endowed Paris with institutions such as the Refuge Homes and Maternity Hospitals; and among the best organised of these I will mention the Hospital St. Raphael.

This institution takes country girls who have only fallen once; it keeps them, nurses them during their confinement, and then offers them two alternatives. If the mother is in a condition to nurse her child herself, and if she is fairly accustomed already to field work, she and her child are sent to a farm establishment, and there the mother works, nursing her infant the while. Otherwise, they bring up the child near Paris, and the mother contributes to its maintenance by monthly payments proportioned to the earnings of the work which they have never failed to get for her.

This institution of St. Raphael has found imitators in the provinces. Bordeaux possesses, and is endeavouring to further develop, an establishment which aspires to the honour of bearing the same name and practising the same methods.

This hasty enumeration would be vitiated by a serious omission if I did not mention another society spreading throughout France, namely, the Society de St. François Régis. It is intended to prevent illegal relations by facilitating regular marriage. It cannot be denied that its charitable intervention has saved many a girl from irretrievable disaster by making her seducer marry her.

Every fault, however, does not immediately result in physical consequences; and perhaps those women are not less perverted who, escaping altogether from such consequences, do the more injury to general morality. To them also French charity comes with help, with a wise mingling of kindness and severity.

Many of the religious houses of which I have spoken ("Bons Pasteurs," Penitentiaries, Hôpitals de St. Marthe) have, as I have said, many departments or sub-divisions—the department of the orphanage, the department of protection, where are received the children of large families and children whose parents are too much occupied by their work to exercise sufficient guardianship over their sons and daughters; the department of correction, where they admit characters already vicious, rendered restless by their spirit of insubordination, by their lack of modesty, or, lastly, when already compromised by an illegal "liaison."

Some towns have done still more, as at Limoges and Marseilles. The latter is, as well as Bordeaux, a port of sailing for the recruiters of prostitution. It feeds particularly Alexandria, Hong Kong, and South America. The police there secured convictions, ten years ago, against a band of procurers who had brought with them some dozen young Jewesses from Bologna and Hungary. Two years ago they secured formal complaints, drawn up by families living near Charpentres to the effect that they had been deceived by agents inviting their daughters to domestic service, as they said, but in reality to houses of prostitution at La Plata. Since then, the proceedings of these procurers have escaped the police, but they are struggling hard against the progress of adult prostitution, especially amongst that part of the population which is of foreign extraction. Two convents work at the reform of prostitutes, and for some time I have been struck at the relative ease with which they rescue them, even marrying a certain number of these girls to their seducers. According to a note added by the Secretary of the Society to watch over discharged prisoners, these houses still receive those unhappy women who come and present themselves ; but the committee of ladies who went to look for them, and to beg them to come to the hospital, has been dissolved. In this direction is to be found a department of work of an exceedingly delicate nature, and one requiring the utmost secrecy.

XI.—What steps are taken to induce the women who are found in hospitals suffering from venereal disease to give up the bad life they have been leading ?

If they seriously wish to return to an honest life, and to forget their past career, they have the advice and help of the Sisters, of the Almoner, and of the Visiting Committee ; and are transferred to Rescue Homes.

XII.—What Homes have you dealing with such women ?

I have already mentioned them. They are the Homes of the Good Shepherd, and other establishments which, till now, have sufficed for sincere penitents.

XIII.—What opportunities are given to the women whose names are on the Register of Prostitution, to retrieve their characters and lead a respectable life ?

Those facilities which have been mentioned above. As to the difficulties, I need not say, they arise owing to bad habits, to the inclination to work being entirely lost, and to relations entered into with the world of crime and vice.

XIV.—What laws have you giving legal protection to girls, young women, and women?

We have laws against violation, against outrages on minors, against the habitual incitement of minors to debauchery. Our laws against premature labour, and against the forced begging on the part of children, give protection both to boys and girls. As for our laws against seduction, they are generally held to be insufficient.

XV.—What is the age of consent on the part of a young woman?

Our codes on this point make various distinctions. They punish with imprisonment anyone who shall have attempted to injure the morals, by inciting to, favouring, or habitually facilitating debauchery or vice of young persons of either sex, up to the age of 21 years.

They punish with hard labour anyone who has committed an outrage on a child of under 15 years of age.

They punish with solitary confinement anyone who shall have committed or attempted to commit, even without violence, an outrage on a child of under 13 years of age.

The societies for the purpose and especially the Society for the Defence of Children brought before the magistrates, are preparing for the protection of girls of 15, 16, 17, and for the punishment of those who outrage them, measures calculated to have more effect.

XVI.—Have you a law dealing with immoral relations between men and women of the same family?

No, not unless there is violence, only the penalties are increased when the guilty person is a guardian of, or person having authority over, the victim.

XVII.—What steps are taken to warn young women travelling, and what assistance do you offer to prevent them getting into moral trouble?

General police regulations, the right to travel in carriages marked "Ladies only," etc. Finally the Societies of Friends of Girls have, in a certain number of our great towns, branches which appear to promise an increasing organisation.

Annex to M. Joly's Report.

STATISTICS OF CHARITABLE AND REFORMING AGENCIES.

The institutions which private enterprise has founded in France, to secure to the young of both sexes a moral education, to preserve them from the influence of evil example, to correct when necessary their vicious instincts, and to reform them when they are fallen, are so numerous that it is impossible to attempt here to give a complete list.

1.—How, for example, can we describe the 320 orphanages for boys, or the 1,350 orphanages for girls, which, whether gratuitous or requiring a moderate payment though insufficient to cover the expenses of their education, bring up such numbers of orphans or children whose parents cannot support them?

While limiting ourselves to the mere question of their number, we ought to point out that these institutions, almost all directed by ecclesiastics or nuns, do not give their charges a merely elementary education. The greater number teach them a trade and help them to get work, continuing to watch over them. Many give them, on parting, an outfit, sometimes a small sum of money. Others receive them as visitors in case of holiday or illness.

A great number of the children admitted into these orphanages are placed there by charitable societies which have adopted them, and pay the cost of their education. Such societies, notably in Paris, are:—The Society of the Friends of Children; the Association of Young Wage-earners; the Society for Adopting Children; the League of Brotherhood of French Children; the Institution of St. Anne; the Institution for the Adoption of Deserted Female Infants; the Society of Remembrance, etc. Societies of the same description exist in a great number of the provincial towns, as at Marseilles, Lyons, etc.

II.—For children who, from external circumstances and by reason of the conditions under which they are born, are especially exposed to danger, special institutions have been founded—as the French Union for the Protection of Children; the Society for the Protection of Deserted Children and Juvenile Offenders; the Society for the Prevention of Begging among Children; the Protection Society; the Industrial Home for Young People; the Home for Girls in Moral Danger; the Society for Young Mendicants; the Protestant Society for Children in Moral Danger, which has founded five separate institutions under the name of "Cottage Homes"; the Society for Saving Children, which receives children whose parents are convicted or who have themselves been arrested for begging or wandering in the streets.

In the institutions and numerous Rescue Homes, of which we shall speak later, there is almost always a preventive department for girls in moral danger.

III.—For children whose vicious instincts require severer treatment there have also been founded societies and special institutions. Those at Paris are—the Industrial Home of St. Vincent de Paul; the Reformatory

at Conflans ; the Reformatory at Chatillon ; the Institution of Deaconesses ; the Jewish Reformatories for boys at Plessis, for girls at Neuilly ; the Society for the Care of Juvenile Offenders ; the Society for the Care of Juvenile Offenders (Female), etc.

In the Provinces, various penitentiaries and institutions of a similar nature exist.

IV.—But all the children of the working class are not brought up in the institutions we have just mentioned. The greater number live at home, attending the primary schools, public or private. Towards these the care of philanthropists shows itself in a different fashion. They endeavour to collect them into clubs, in which, finding safe amusements, they willingly pass their hours of leisure. Paris and its environs contain 195 clubs or associations for young people, 294 for girls. One can reckon at 100 at least the various titles of these associations, which thus keep 40,000 young people of both sexes from the dangers of the streets.

As for the similar associations in the Provinces, they are so numerous that it is impossible to give a list.

V.—When these young people come to an age to choose a trade, various charitable societies make it their business to apprentice them, to watch over their material and moral condition, to implant habits of order and economy, and to reward the most deserving. Among the chief of these are several already mentioned, also the Society for Apprenticing Orphans ; the Society for the Care of Apprentices and Orphans in Workshops ; the Catholic and Protestant societies for the same purpose ; societies for the care of children employed in special trades, etc.

Many of these societies gather their charges together every Sunday. Two of them, by a happy arrangement known as "Family Homes," procure for them food and lodging under very advantageous and helpful conditions.

Among similar societies in the Provinces may be specially mentioned—at Tours, the Home "Alfred Tonnelé," for Apprentices ; at Alençon, the Society for the Apprenticing of Boys.

Other institutions do not confine themselves to facilitating and supervising the apprenticeship of young people and themselves teaching them the trade by which they can earn a livelihood ; they also apply their efforts to making intelligent workmen as well as honest men. Such are the institutions of St. Nicholas, so numerous and so well managed (containing nearly 3,000 pupils) ; the Orphanage for Apprentices, founded at Auteuil by the Abbé Roussel ; the Industrial Training School, founded by Mme. de Pressensé ; the Jewish Working School ; and all those Industrial and Domestic Training Schools which are managed in such large numbers by religious bodies, not merely in Paris, but in the very smallest towns in France.

VI.—For young people, for young girls learning or beginning to practise a trade, for young workers or employés of both sexes, for those whose isolation increases their dangers from bad company—for all these private benevolence has provided a fresh resource, in instituting for them

"Family Homes," where, removed from danger, they find cheap board and lodging, care and kindly counsel. For girls, for whom they are obviously more needed, they are the most numerous. At Paris, a single organisation, that of the "Daughters of Charity," directs sixteen of these Homes, where they offer board and lodging for a payment of 40 to 50 francs (*i.e.*, 32s. to 44s.) per month.

The International Union of the Friends of Girls has three Homes in Paris, and others in most of the twenty-five towns where they are represented by a local committee.

The Needleworkers' League has two Homes, confined to the members of this interesting society.

Similarly many societies have grouped young workwomen and young shop-girls into an association which for a very moderate subscription ensures them a home of rest and care in case of holidays or sickness. The Society of the "Sœurs de Marie Auxiliatrice," and others, including the Governesses' Association, managed by the ladies of the Society "La Retraite," offer to their members the same advantage.

After these Family Homes one ought to mention, as being inspired by the same idea, *i.e.*, that of protecting young men or girls against dangerous surroundings, the clubs and the restaurants founded for their advantage and use. These are for young men, the Club of the Free Citizens; the Catholic Club for Students in Paris; the Catholic Club for Working Lads, in Paris and its environs; the Club of Masons and Stonecutters; the Clubs belonging to the Christian Unions of Young People; the two Employés' Clubs at Lille. For Girls, the Work Girls' Restaurants, Catholic or Protestant; the Association of Women in Business; the Club "Amicitia," etc., etc.

VII.—The Family Homes we have just mentioned take boarders, except in individual cases, by the year or at least by the month. Other institutions, very numerous, offer temporary hospitality to young girls arriving from a distance to gain their livelihood, especially, but not exclusively, servants. For a small daily payment, 1 franc to 1.50 franc (or 10d. to 1s. 3d.), they provide them with a bed and food, help them to find a place, and when they are again out of work receive them once more. Such agencies are found in some twenty-five towns, including Nice, Cannes, Dijon, Toulouse, Tours, Lille. There are also several large associations in Paris.

VIII.—Not all women, however, when out of work, homeless or shelterless, can find a resting-place in these hospitable institutions, either because they cannot produce references as to their respectability, or because they cannot pay the moderate sum required, or, lastly, because they are too dirty and ragged to venture to present themselves. What are such people then to do? Are they not fated to fall a prey to vice? No; for these there are other institutions, namely, the Association for Night Shelter, which receives more than 3,000 every year, accommodates them for varying periods, and by giving them some easy task, secures for them a small wage, and then endeavours to find them employment; also the Association of Workshops for Women out of Work; the Protestant Temporary Home for Women, of which the value has been proved at Marseilles, Rouen and other towns.

After having made every effort to prevent the fall of those unhappy

persons exposed to so many and such dangerous temptations, the care of philanthropists has been expended in restoring those who have succumbed.

For the girl-mothers, victims of a first false step, they have founded the Hospital St. Raphael, which receives them with the utmost secrecy during pregnancy and brings up their children in an orphanage founded expressly for the purpose: and also the Hospital Gerando, which receives them temporarily after their confinement.

For fallen women of every class, disgusted with their disorderly life and anxious to amend, they have founded Refuges, where almost always they are admitted gratuitously, whence they can depart as soon as they display a wish to do so, but where they can remain as long as they will.

Paris possesses 5 of these Rescue Homes; the Provinces have not less than 83, distributed among 52 districts.

Private effort finally completes its task of rescue by trying to turn illegal unions into legal ones: to this task special societies devote themselves with the utmost zeal, such as the Society of Charity of St. Francis Régis; the Marriage Committees of the Society of St. Vincent de Paul; the Evangelical Society for Legal Marriage, etc.

GERMANY.

By Herr Pastor BURCKHARDT.

THE arrangements which exist in Germany for the care and protection of young girls, and also for the moral elevation of young people of both sexes :—

A number of large associations in Germany are actively engaged in the loving work of saving and rescuing, and in this respect especially the work of the last few years has grown very much ; on the other hand, the powers of darkness have also been actively at work in undermining the moral character of our people, so that redoubled energy and power is necessary to battle against them.

Following in our report the points of view given by the English committee, we now look for a moment at the darker side of the work : namely, the struggle against immorality, or, in other words, the efforts of the various societies in Germany to raise the standard of morality to a higher level.

No. I.—The actions of the Central Committee for Home Missions in their struggle against public immorality :—

Work of rescue : The father and founder of the Home Mission in Germany, Dr. Wichern, commenced his work among the poor fallen ones in 1849, and repeatedly laid before the Governments reports which were the result of close study on the subject, and were afterwards published. The Central Committee which he founded has never lost sight of this work.

In 1879, he addressed the first of these petitions to the then North German Parliament, which, within four years, received the signatures of about 15,000 men of esteem. The first Home for Women, and also the first Working School for girls exempt from the usual school attendance, were also founded by him in Berlin.

After several attempts to move the Government to take the necessary steps to introduce more stringent moral laws, the Central Committee appealed to the public with an energetic protest in 1875, at a time when an attempt was being made in Parliament to provide brothel-houses sanctioned by the State ; but this was not carried out.

After Dr. Wichern, it was Court Chaplain Baur in Berlin who led the Central Committee in its campaign against immorality, and his lecture in Bremen, in 1881, on Prostitution, and the part which he took in the International Congress of the Federation for the Abolition of State Regulation of Vice, drew the attention of wider circles to these

pernicious evils. The record of the Central Committee of 1885 on Immorality was the first stimulant to the formation of the various German Moral Associations, and with these it has ever since been closely connected. In 1892, as the so-called Lex Heinze was laid before Parliament for the first time, the Central Committee also raised its voice in the form of a Petition to draw attention to the great moral dangers connected with the bad arrangement of dwellings.

The principles upon which the Central Committee wished to see the State take up the battle against impurity fall under two heads. I. Every kind of professional immorality is punishable; II. Every localisation of prostitution under toleration of the police is to be avoided. We must also mention a pamphlet which the Central Committee published last year, as a warning to young girls and all single young women to be aware of the traffic in girls; 400,000 copies were circulated.

The remaining work of the Central Committee in this moral sphere stands in the closest connection with the General Conference and the founding of the Homes for Women, which is reported under No. 4.

No. II.—The "General Conference of the German Moral Associations" is an association which contends against immorality, and desires to raise the public mind to a higher sense of moral feeling. It was originated by the work done in this direction in Berlin and the Western provinces. At the end of 1880, in connection with these various branches, were added, the Moral Unions in Kiel, Dresden, Frankfurt (on the Oder), Königsberg (in Prussia), Breslau, Stuttgart, Leipzig, Hamburg, Erfurt, Frankfurt (on the Maine), Darmstadt, etc., which also joined the General Conference.

Apart from these, there are also some hundreds of scattered private members, and above a hundred parochial councils in the provincial towns whose numbers are constantly increasing, and which, together with the various Unions, form what is called the German League. Considerable sums are granted to the society by the Home Mission Societies in the provinces, and also by several of the German States.

The office of the General Conference, with which is also connected a sale of books, and in which the two monthly papers, *Correspondenz Blatt*, and *Frauen Blätter*, are printed and published, is in Berlin. The work is conducted chiefly on a literary basis, because many points bearing on the subject can only be dealt with thoroughly in this manner.

In addition to this, it is sought in all parts of Germany to arouse a general interest in the work by means of suitable public lectures on Christian principles, and to awaken the public conscience.

In the large annual Conferences, which bear more the character of

a Congress, and which have been held during ten years in various towns in Germany (1898 Stuttgart, 1899 Dortmund), the League, like the Federation, appears before the public with growing success.

The work is conducted from three points of view, the moral and religious, the legal, the sanitary. All are made dependent upon the one principle, that the claims of a pure and chaste life are equally binding on both sexes, and that, without a deeper religious life of the people, an elevation of their moral feelings is impossible.

We expect not only an acknowledgment of this principle from public opinion, but also from the Legislature. We also expect the acknowledgment of the right of the State to punish debauchery.

We expect a more extended legal protection for those of minor years from the dangers of immorality (prostitution, the danger to waitresses, trading in girls) ; we expect a more severe punishment of every kind of provision and offer made for the furtherance and promotion of immorality ; we expect the Government to give and keep a statistical account of all sexual diseases, it being the duty of both sexes in such cases to report themselves ; and, instead of controlling prostitution, we wish to have these diseases dealt with from the same sanitary point of view as other plagues. The public conscience must be made more sensitive by verbal and written information, in order to exercise the necessary pressure on the legislative body ; for, without the help of legislation, there is no hope of thorough success.

Out of the work of smaller local unions, which are connected with the General Conference of the German Moral Societies, we briefly note the following :—Protests against immoral new year's cards and illustrated post-cards, immoral literature, and pictures of an unclean tendency ; influencing the public mind through the press ; circulars to the students of the university (see Report II.) ; circulation of moral pamphlets ; holding separate meetings for men and women, meetings for certain classes exposed to exceptional dangers, meetings for soldiers, waitresses, and the midnight mission recently commenced by Countess Elizabeth Waldersee and Frl. v. Plotho.

No. III. The fourth annual report of the " Berliner Frauenbund " for 1898, also gives an account of the variety of work of a large society of women, whose object is to carry on a work of charity in rescuing the fallen daughters of the nation. Since its formation in 1893, it has grown to 500 members ; at first it had a temporary Asylum in Kaiser Street, with an Inquiry office for Women, and here are sent the prostitutes which the Police give into the hands of their appointed Chaplain ; up to the present there are 890 in all, of whom, however, only one half could be cared for, the remainder withdrew. It is interesting to notice the age of these unfortunate women :—

They were	1	...	...	...	...	...	12	years.
„ „	8	...	...	...	...	...	13	„
„ „	13	...	...	...	...	...	14	„
„ „	24	...	...	...	...	...	15	„
„ „	25	...	...	...	...	...	16	„
„ „	68	...	...	...	...	...	17	„
„ „	79	...	...	...	...	...	18	„
„ „	448	...	...	...	...	20 to	29	„
„ „	105	...	...	...	...	30 „	39	„
„ „	31	...	...	...	...	40 „	50	„

In order to provide a permanent shelter for those otherwise homeless, a house was rented in Steglitz in the suburbs of Berlin, and fitted up as an asylum. In consequence of this a large working colony has been formed and fitted up in Plötzensee near Berlin for 50 inmates.

It is situated in the same neighbourhood as the large Magdalen House, and under the management of the same Chaplain, specially appointed by he Associations.

No. IV.—(*a.*) A short sketch of the Protestant Asylums, Homes for Women, and places of refuge in Germany.

The commencement of this work is to be attributed to the founding of the so-called Rhenish-Westphalian Prison Company, and Pastor Fliedner, of Kaiserswerth, received his first impulses there for the forming of Magdalen Asylums in 1833. At first the work progressed slowly. The next one was first called into life in Berlin in 1849, and up to 1870 only ten were opened. From 1870 to 1879 only three were founded. But since 1880 we notice a considerable increase in these institutions. The Houses of Refuge and Homes for Women of P. Isermeyer, at Hildesheim, and P. Heinersdorf, at Elberfeld, and for the Magdalen cause the Institution Bethabara, under the management of P. Behrendt, in Berlin, remain as models in this respect.

Now there are forty institutions, thirty asylums and Magdalen houses, two preparatory asylums, three places of refuge and homes for women in Germany.

With few exceptions the managers are ministers, who discharge the duties in addition to those of their principal office.

In twenty-eight houses there are appointed deaconesses, and twelve are dependent upon voluntary female help.

These houses contain places for 1,300 persons, which are constantly occupied, and are not sufficient.

About 17,000 persons have been received, and the total annual balance amounts to about 600,000 marks (£30,000). The chief condition for acceptance in the Institution is voluntary entrance ; "Prayer and work" is the motto of the Christian life. Recently a new large working colony

has been called into life, under the management of Madame de Gossler, wife of the War Secretary, which also serves the same purpose.

(*b.*) Closely connected with the work of Rescue, is the work of protection, which in a variety of forms is carried on by the following associations :—

No. 1, the Chief Evangelical Society for the protection of German emigrants. is under the management of the counsellor for emigration, Army Chaplain Fabarius, at Coblenz, and the business offices have been at Witzenhausen on the Werra, since the 1st of April of this year.

Seeing that North America is no longer suitable for the stream of German emigrants, and our colonies are not yet in a state to receive them the chief task of the Society is to find out suitable places for them, and for this reason they have sent ninety circulars into the world to make inquiries. We mention Palestine, South Africa, the South American Republics, Argentina and Brazil, especially the South of Brazil, St. Catherine and Rio Grande de Sul. A number of detailed accounts came back by return, those from the South of Brazil and St. Catherine being the most favourable.

The Society devotes special attention and care to all Protestant Germans, who emigrated some time ago, and who are frequently neglected, especially with reference to good religious books, which they need very much. The Society keeps three points in view :—

(1.) To avoid inconsiderate emigration.

(2.) To centralise the German emigration, for its better protection, under the management of the Society.

(3) To strengthen and develop the Society itself, in order to accomplish its objects more fully.

In an accompanying note by the manager, it is specially mentioned that the work of the Society offers many points of connection with those of the Committee, as the solid management of the emigration system will help to prevent the traffic in girls.

In a pamphlet the Society has a special warning against emigrating to South Africa.

Closely related with this work is the German National Society of the International Association of the Friends of Young Women, and the Central Committee of the Young Women's Christian Associations of Germany.

No. 2, the International Society of the Friends of Young Women, is spread over the entire world. The German National Association, a branch of the same, has 4,000 members Protecting care of all single young girls and women, without any difference of nationality, creed,

or occupation, is its task. A list of recommendations of young women's associations and of homes for educated women and girls is kept. Young women arriving are met at the stations, night searches are made, situations are provided. This is the kind of help.

The parent Association is in Switzerland, Central Office, Neuchatel Union des amies de la jeune fille.

The German Society is an independent one ; the office is in Köthener-strasse 43, Berlin, W. Efforts are being made to form such a society in every town.

The German Society has thirty-six provincial committees. The quarterly reports form the business correspondence.

In addition to this, thousands of pamphlets are circulated, and a Guide of Information is published, containing a list of names and places, which is renewed every two years. All is done on Christian principles. The Guide of Information is issued to the number of 6,000 copies, and contains everything necessary to be known on the subject, the homes, the consuls, etc. The office further issues publications, as (1), " Words Worth Taking to Heart ;" (2), "The Work of the Friends of Young Women : the Where and How of the Homes," written by Fräulein A. Vollmar, who is also manager of the Home in Köthenerstrasse 43, Berlin, vice-deputy of the Society, to whom all communications are to be addressed. Annual subscription, 1 to 2 marks.

This Society is in possession of wide experience of the traffic in girls.

No. 3, the Central Committee of the Young Women's Christian Associations in Germany is a Union consisting of the managers of the 3,000 Young Women's Christian Associations existing at present in Germany. The operations of the above-named Union are extended to the care of girls of all positions and occupations who have been confirmed.

The great centre of their work consists in gathering all young girls together in the Young Women's Christian Associations to preserve their chastity and to confirm them in religion. During the seven years of the existence of the Committee, it has by the grace of God succeeded in organising the Young Women's Christian Associations and in bringing their work to the richest development. Besides strengthening the inward work of the Young Women's Christian Association, they have also considerably increased their importance for outside work. As a work of high moral and religious importance, the Railway Station Mission is most prominent. It is intended for young female passengers, and will prevent, as far as possible, all young girls arriving as strangers in the City from falling into the hands of bad persons, who at the station know how to get possession of their luggage and money in

their own interests, under the pretence of finding a situation for them, but often have much worse intentions.

In addition to the protection and advice given to all girls arriving at the station by the Station Mission, there is another service of love offered them: every strange young girl arriving in the City is visited and heartily greeted by the Young Women's Christian Association in the name of the Church, and receives a cordial invitation to join the association nearest to her dwelling. This work which was commenced quietly, has won in importance in the whole of Germany and is carried on in almost all large towns.

After due communication with the representatives of the various German States in 1897, an advertisement for all railway stations was printed in conformity with the Society of Friends of Young Girls, and posted up for the protection of all young girls travelling.

In addition to the Railway Mission, the Committee works by means of its three publications, *Fürsorge*, a technical publication for the care of young women, the *Girls' Newspaper*, a monthly periodical for the members of the Young Women's Christian Association, and the small paper *Come with Me*, that was first issued in January, 1898, by the members of the Young Women's Christian Association, intended for young girls, and of which 33,000 copies are now spread every week.

As branches of the work for the care of young women, the Home for Female Servants, the Household and Cooking Schools, the Mission to Factory Girls, the Society for Young Women in Shops, the Bible Class for daughters of the better-educated classes, also belong to the work of the committee.

We must now mention the "Society for the Care of Young Women,' which is limited to the capital City, Berlin, where it is working with great blessing. It stands under the protection of Her Majesty the Empress of Germany, Queen of Prussia.

The Society in its contest against the dangers of bad lodgings, which have caused a great deal of the moral depravity in the city, opened its first "Marienheim" in Berlin in 1892, as a Home for young girls of the working classes, of an irreproachable character. The experience gathered there encouraged them to open a second Home in 1896, and a third one in 1898. About 1,370 young girls made use of the three Homes last year, and a part of them remain as permanent occupants.

The work of providing for young girls arriving in Berlin forms a special branch of the work of the Society. Since October, 1894, 8,000 young girls, wandering as strangers into Berlin, have been cared for.

The police have complied with the request of the Society, and supply it weekly with a list of the names of girls arriving. In twenty-two districts in Berlin, 2,300 young girls newly arriving, of all trades and

occupations, and ranging from sixteen to twenty-five years, have been visited by eighteen voluntary female helpers and three professional ones. As a piece of important social work, may be considered a school of domestic economy and a small school of cookery which the Society has founded, and which gives to girls who have just grown out of the daily school a domestic education, thus giving them a good moral support on the journey of life. Of still greater importance appears to be the gathering together of factory girls on an evening in so called "Feier-abenden," which has been called into life in different parts of the city. Their intention is to provide a comfortable home for the evening, after the monotonous work of the day in the factory, for the tired girls, who are without home and family connections, and in Christian association to raise them morally and religiously.

As the procuring of suitable rooms for the already existing "Evangel Arbeiterinnen-Verein" proved to be a matter of necessity, the Society for the Care of Young Girls obtained, at the commencement of this year, suitable rooms, and in the same year has founded a lodging house for working girls.

In order to increase the facilities of obtaining a better livelihood for young girls, it is intended to open a school of work, where, under the leadership of three ladies whose service is voluntary, they will be taught needlework, and inspired to greater diligence and order in making the materials into linen clothing, etc., wherewith they may supply their own wants as well as those of their relations, the materials being given to them gratuitously.

Other work such as forming or finding working rooms for such seamstresses as wish to work independently, are in formation, but do not come within the scope of this report.

UNITED KINGDOM.

By Mrs. HENRY FAWCETT, LL.D.

THE evil we have met to consider and endeavour to cope with is probably one that has existed for a very long time, and in all countries. It is not singular in this. Its grim companions are murder, theft and fraud, and it must be observed that it partakes of the character of all these. The sufferers by the crime we are considering are worse than murdered morally, and very often their actual physical life is destroyed: the worst of thefts is the theft of the innocence and purity of the youth—male and female—of a nation; and as for fraud, the crime we are considering lives and moves and has its being in an atmosphere of fraud. The great peculiarity of the crime is that, known to exist as it is in nearly all countries, and whilst, of course, it is in the highest degree abhorrent in the eyes of every decent man and woman, I believe that up to the present moment no concerted international effort has been made to grapple with it and render it more difficult and dangerous. We have extradition treaties with nearly all civilised countries to enable us to pursue and arrest criminals who fly from justice, and this particular crime, under the name of abduction, kidnapping, or false imprisonment, is among extraditable offences. But the peculiarity of the crime is that it is often begun in one country, carried a step further in another, and actually completed in a third; and perhaps in no one country has what amounts to a criminal offence been committed. The fact must be faced that this crime is more internationally organised than any other, and therefore a specially organised international machinery for its suppression and punishment, and the protection of its victims is called for. What that special international machinery should be, and how it should be worked, is the question which this International Conference has been called together to consider. It is very largely a matter for experts in international and criminal law. But the causes which have produced the crime, and the extraordinary and abnormal toleration of it in most countries, are subjects that should awaken in every intelligent citizen, man or woman, the strongest interest and concern.

The fact that the crime exists is not questioned by those who know anything about the darker side of human nature—that is to say, over a very large part of the world, women and girls can be bought and imprisoned, and used by the men who have bought them for immoral purposes as a source of income; that they can be shipped from country to country like so many head of cattle; and that when once they have

passed into the clutches of the men who live on the proceeds of their infamy, they are all but powerless to escape.

I will illustrate what I mean by an example. An advertisement appears in an English paper that a lady of rank residing near Paris desires a young English girl as a companion for her only daughter, salary no object, and so on. Of course there would be hundreds of replies, and many girls might be foolish or inexperienced enough to keep an appointment to meet the advertiser without any protection: they might thus find themselves in the clutches of a bad man or woman who would certainly have made a careful study of the criminal law of the country they were in, so as to avoid bringing himself or herself within its provisions. The miscreants who engage in this trade would have been able to select, from among the numerous answers they had received to their false advertisement, those who were most friendless and helpless. They could deliberately select girls who were ignorant of the language of the country to which they were going, who were poor, who were presumably without influential and energetic relatives. Thus, the poorer and more ignorant and miserable the condition of the young female part of the population in any country, the more they are exposed to the evil machinations of the men who live on this nefarious trade. The cruel persecution of the Jews in Russia has, I am informed, been the cause of a terrible increase in the number of Russian Jewesses who have been the victims of the white slave trade. Deported in the first instance from Odessa to Constantinople, they are from that city sent to all parts of the world as the organisation of the ghastly trade may direct. When Mr. Coote was in Russia, he was informed by a gentleman who had been Russian Consul at Buenos Ayres for three years that he estimated that there were 3,000 European women, enslaved and imprisoned in the "tolerated houses" of that city, and that he believed at least half of them to be Russians, many of them Jewesses. He added that the price of a woman varied from 3 to 500 roubles (about £30 to £50).

I do not refer to these things in any spirit of self-righteousness as far as our own country is concerned. We have no cause for self-complacency. It is less than a year since a law was passed in England, making it a punishable offence in a man to live on the earnings of prostitution. Thus we had, till 1898, a law which provided punishment for the offence of solicitation on the part of the woman, but provided no punishment for the man who lived on her earnings. The Vagrancy Law Amendment Act put an end to that absurdity, and made the law about solicitation much more nearly equal as between the two sexes. It is cheering to learn that, within a few months of the new Act being passed in England, a similar Act was adopted in Cape Colony, and I have recently received cuttings from a Cape paper, giving an account of the first prosecu-

tion under the new Act. It appears from this report that in punishing one villainy the Cape police unearthed another, and that other is the crime we are considering to-day how best to thwart. The man who, in Cape Town, was prosecuted for living on the earnings of prostitution, one George Terry, an Englishman, born in France, was astounded at his arrest. He claimed that his was one of the best-conducted bad houses in Cape Town, and said, "I paid £50 for that girl you saw in the kitchen. I bought her at 'So-and-so' without a skirt or a stitch of clothes. The other one I bought in Johannesburg, and paid £100 for her." The man could, of course, only be punished for the offence with which he was charged, but the magistrate inflicted the heaviest penalty which the law allowed, £20 fine, or three months' hard labour. But here we have, in an English colony, sharing, no doubt, to the full all the English traditions of personal liberty, an example of the white slave trade flourishing, and only discovered accidentally in the course of the pursuit of another crime. The pretence on which the man claimed his victim was the one with which every one who has given even a casual attention to this subject is familiar, that of owning all the clothes in which the girl was attired; any attempt at flight is then represented as theft, theft of the clothes the victim is wearing at the time of her departure. When I was writing this paper I had the opportunity of conversation with an English lady who had lived many years in Italy. I told her what I was doing. She at once saw the connection of the subject with that of "tolerated houses" as they exist in France, Italy, Belgium, and other countries; she informed me that the female inmates of these houses in Italy are not allowed to go out, except under charge of their keepers; they are virtually imprisoned for life. The only means of escape which they have is if some man, touched by their miseries, will either promise to marry them or be responsible for them for life. My informant told me she had, from time to time, heard in Italy of heart-breaking scenes taking place within the walls of these "tolerated houses"; of one of their inmates imploring and craving a man, who came for immoral purposes, to deliver her and take her out.

It seems, therefore, at whatever point we come to close quarters with this trade in human beings we are brought forcibly to the conviction that it is closely associated with what is called ordinary immorality: that legal enactments and punitive measures, though they are necessary and right in every well-ordered State, yet will never really cut at the root of the evil with which we desire to contend if they are unaccompanied by an elevation in the moral tone. What is wanted above all is a higher moral standard in the community at large, and especially a higher moral standard among men; an abandonment of the false theory that vice is a necessity for men, and that, therefore, Governments

are bound to make provision for it; and that the action or course of conduct which is social death to a woman is to be tolerated and excused in a man. For years and years, good men and women, who have tried to stem the flood of national immorality have too much concentrated their efforts upon the reform of one sex, and that, probably, of the two, the least guilty. We hear a great deal of rescue and preventive work among women: admirable societies are at work in this country, and, no doubt, in other countries, with the object of awakening the moral sense in young women, of warning them of possible dangers, of sheltering and protecting them at critical moments. Many societies which may not have a direct moral purpose of this kind in view, yet very frequently subserve the same end, and by opening educational opportunities to women, and extending the field for their employment by raising their wages and ameliorating their industrial conditions, make the position of the woman in honest industry more attractive and desirable, thereby lessening the economic temptation held out by a life of vice. All these various efforts are most valuable, and have done and are doing a vast amount of good. Still, how far are we from reaching any goal where we may sit down content! If this Conference is to do good we must dwell, not so much on our measure of success—such as it is—but upon the causes of failure.

I think the most obvious source of failure is the comparative absence of direct moral training and teaching for boys and men on this matter, and the low tone of public opinion as regards sexual immorality in men. In the home and in the school there is not, it is to be feared, among most parents and teachers, a sufficiently keen sense of their responsibility for starting the boy and the young man upon sound lines on this matter. Almost as soon as a child is old enough to think, observe and speak, he asks questions of his parents which bear on the most fundamental of human relations. What does birth mean, what is motherhood, and what is fatherhood? In all probability the answer given him is a lie: and this is considered even by fairly truthful people not only as excusable, but as absolutely necessary. In this way the child is started wrong from the first. If he has average intelligence he knows that his parents have told him an untruth; he is puzzled and bewildered, and he is left to gather the truth from the chance ribaldry of a companion or playfellow only a little less ignorant than himself. I do not mean that it is necessary or desirable to stimulate a child's curiosity in these matters; but generally the curiosity is there, and whatever the child learns should be told it seriously, and if it is not the whole truth, what is said should at least be true as far as it goes.

If we follow the child's life from the home to the school, too often we know that he is placed in terribly unwholesome surroundings as regards sexual morality. Too young and ignorant to know what he is doing, he

is very likely left to establish habits and a mode of thought that poisons domestic life at its source. Every now and then a terrible scandal startles society. A man with perhaps a well-known name and position is convicted of criminal vice. Hands are held up in horror: certain names must never again be mentioned. But why is it not asked "Where were these habits contracted? What is the source and origin of the evil? If boys at school have their minds poisoned and their bodies ruined, what is to be expected of the man a few years later?"

That schoolmasters, especially the younger generation of schoolmasters, are facing these problems, and endeavouring to solve them, is one of the most encouraging signs of the times. But their efforts should be backed up by the influence of parents and of society in general if it is to prove truly effectual.

Another great engine of national education or of national degradation is the army. Especially is this the case in those countries which have universal military service. We know that in a book recently published in France, M. Gohier stated that in the barracks the young Frenchman learns lying, tale-bearing, low debauchery, moral cowardice and drunkenness; that he is made to believe that drunkenness and debauchery are the glorious prerogatives of manhood. We, in England, have no means of judging whether these charges are true or not: but we know that M. Gohier has been prosecuted for libelling the army, and that he has been acquitted by a jury of his countrymen. But let us not fix our eyes on what is happening in other countries where the judgments we are able to form are very likely to be arrived at without sufficient knowledge. Let us look at home and ask what sort of school the English army has been to the young Englishmen who enter it. *The Times*, of Monday, June 5th, less than three weeks ago, contained a telegraphic account of a ghastly outrage perpetrated upon a respectable Burmese woman in Rangoon, close to the public highway, not by a solitary man (any body of men may contain a scoundrel), but by twelve or sixteen men, and with some twenty-five or thirty others looking on. Forty men in all were implicated. The Burma Government has offered a reward of 1,000 rupees for the detection of the offenders; and the Viceroy of India has ordered that no expense or trouble shall be spared to bring the offenders to justice; but the fact that such an outrage has been committed, and for a long time remained unpunished, is an illustration of the bad social influences often brought to bear on young men who enter the army. It is no good going on with rescue and preventive work for women, while the other half of the nation are given over to a state of mind which looks upon low debauchery, and cowardly villainy, as manly.

From 1868 to 1886, English Governments, Liberal as well as Conservative, passed laws, and had them carried out, which were based on the assumption that it was part of the duty of Parliament and of

the military authorities to provide for the army physical safety in the indulgence of sexual vice. It has been conclusively proved that the military authorities had undertaken an impossibility ; that the physical dangers could not be removed by the laws which had been passed, and that the disease in question was increased by their influence, because they led men to depend upon a security which did not exist. These bad laws were repealed thirteen years ago, and in the last published report of the Army Medical Department for the year 1897 we find the following satisfactory passage, "The decline in venereal diseases, which commenced in 1886, and which has continued practically without interruption ever since, is again observed in 1897. . . . ."—*Times*, March 3rd, 1899.

We note with satisfaction a very great change for the better in the tone in which some of the military authorities in this country deal with this and kindred subjects, and although we have not universal military service the change is of great importance to the whole population, for the tone of the army has an immense influence either for good or evil on the tone of civil society. The army may be looked upon as a vast school through which many thousands of our countrymen pass year by year. If they come out of the army better men all round than they went in, the whole community benefits, while there is no need to point out that the whole community suffers if the reverse is the case. Now what did the Commander-in-Chief, General Lord Wolseley, say on this point, about a year ago ? In a memorandum which he addressed to the officers of the army in April, 1898, he said, " Nothing has probably done more to deter young men who have been respectably brought up from entering the army than the belief, entertained by them and their families, that barrack-room life is hell ; that no decent lad can submit to it without loss of character or self-respect." He goes on to express his desire that in making recommendations for promotion, regard should be had not only to professional efficiency but also to personal character, and that " no man, however efficient in other respects, should be considered fit to exercise authority over his comrades if he is of notoriously vicious and intemperate habits." We know that a general order, quite on the same lines, was addressed, a few months earlier, by the late Commander-in-Chief in India, General Sir George White, to the officers of the Indian Army. We are very thankful for this evidence that the Heads of the Army are beginning to make a serious endeavour to raise the tone of the officers and men on this subject, and that they see that the army suffers, if its low reputation keeps men of good character from joining it. It will make things much easier for those who are longing for a higher tone throughout society in sexual morality, if the army should become a help instead of a hindrance. There is reason for hopefulness, but there is also reason for deep humiliation. Hope may be derived from noting what has already been done with regard to the

closely allied subject of drunkenness. Can we not, many of us, remember the time when it seemed almost as much a matter of course that a soldier should be a drunkard as that he should wear a red coat? People were considered to be foolish fanatics when they wished to start army temperance associations; now there are large numbers of these societies: there are 22,000 total abstainers in the Indian Army; and in twenty years the fines for drunkenness had diminished by about half.* The reproach of drunkenness is very largely removed from the army, and the army authorities, from the Secretary of State and Commander-in-Chief downwards, lose no opportunity of encouraging sobriety among all ranks in the army.

There is another important and influential section of society from whom, in times gone by, the question of sexual morality received little help, but among whom in recent years, a better tone has prevailed, and from whom, in future, I believe great things may be expected. Is it necessary to say that I refer to the medical profession? Here, again, is a case in point, where a contrast of the present with the past gives a new hope for the future. How often in years that are past have medical men taught their male patients that the laws of health were at variance with the laws of morality, and that immorality was a necessity, to which it was absolutely inevitable that a certain number of women should be sacrificed—that the harlot was therefore a public benefactor, screening by her personal sacrifice the innocence and purity of home? The death-blow to this ghastly falsehood has been given by such leaders of the medical profession as Sir James Paget, Sir Andrew Clark, Dr. Barlow, and others.

If I am asked what moral agencies we have in England endeavouring to cope with this evil, of which the culminating horror is the white slave trade, instead of enumerating the names of philanthropic societies, the object of which is to patch together again the human wreckage caused by immorality, rather would I call attention to the growth of a sounder state of feeling in the home, in the school, in the university, in the barracks, and in the consulting-room.

There are also two social movements of comparatively recent growth which are, I believe, purifying influences. We know that in the physical world the greatest of deodorisers and antiseptics are light and air. We observe a similar thing in the moral world. The evil deeds we want to make war upon love the darkness because they are evil. To drag them into the light is going a long way towards annihilating them. May I recall to you for a moment a memorable correspondence which took place in 1861, between Thackeray and Elizabeth Barrett Browning on this point? She had offered him for publication in the *Cornhill*, a poem

* *Times*, May 16th, 1899. Meeting of Army Temperance Association.

which he felt bound, with very great reluctance, to refuse. "Not," he wrote to her, "that the writer is not pure, and the moral most pure, chaste and right, but there are things my squeamish public will not hear on Monday, though on Sunday they listen to them without scruple . . . . . Though you write pure doctrine and real modesty and pure ethics, I am sure our readers would make an outcry and so I have not published the poem."

She replies, "Also I confess that from your Cornhill standpoint (*pater familias* looking on), you are probably right ten times over. From mine, however, I may not be wrong, and I appeal to you as the deep man you are, whether it is not the higher mood which on Sundays bears with the plain word. . . . . I don't like coarse subjects or the coarse treatment of any subject. But I am deeply convinced that the corruption of our society requires not shut doors and windows, but light and air; and that it is exactly because pure, prosperous women choose to *ignore* vice, that miserable women suffer wrong by it everywhere. Has *pater familias*, with his oriental traditions and veiled female faces, very successfully dealt with a certain class of evil? What if *mater familias*, with her quick sure instincts and honest, innocent eyes, do more towards their expulsion by simply looking at them and calling them by their names?" There is a vast deal more openness in dealing with these subjects than there was when Mrs. Browning wrote nearly forty years ago. No one will deny that there are drawbacks connected with this development of plain speaking; but also, I think, no one can deny that on the whole the change has been for good.

One other social change which has made great progress during the present generation, and has proved a moral agency in coping with the powers of darkness, is the growing movement towards equality between men and women. Most men have heretofore exacted a higher standard of conduct (in sexual matters) from the women of their families than they have attempted to act up to themselves. It is a result of the highest importance of the women's movement, that women are now beginning to ask men to practise as well as preach; not "to show the steep and thorny path to heaven whilst . . . . himself the primrose path of dalliance treads, and recks not his own rede." It is characteristic of Shakespere's insight into human nature that as soon as Ophelia says this, Laertes, who up to then had seemed to have ample time to give moral advice to his sister, exclaims hurriedly, "Oh fear me not. I stay too long."

I believe that some among my audience may fear that this growing tendency to apply the same moral standard to men and women has its drawbacks, that there is a danger that we shall level down instead of levelling up. No one ought to leave this danger out of account. But if we are duly on our guard against it, I believe that the

only true road towards a permanently higher and purer state of things is in the universal recognition of one moral law for men and women. Then our civilisation will no longer be disgraced by the entrapping and imprisoning of women for the gratification of the cupidity and other evil passions of men.

By ARTHUR R. MORO, Esq.

THE object of the Jewish Association for the Protection of Girls and Women is to protect Jewish girls and women from evil influences, and from lives of suffering, slavery, degradation and sin.

The Association (consisting of seven committees under the Presidency of Lady Rothschild and the Vice-Presidency of Lady Battersea) is endeavouring to attain its object by the following means :—

(1.) A lodging-house where unprotected but respectable working girls and women are provided with cheap and comfortable board and lodgings. The inmates are helped to find work or situations as domestic servants.

(2.) A visiting committee which keeps in touch with and befriends all girls after they leave the Homes of the Association.

(3.) A Training Home where inexperienced girls are trained for domestic service.

(4.) A Rescue Home where repentant girls who have fallen may take refuge.

(5.) A reformatory and laundry where young mothers may learn how to lead respectable and useful lives, and how to become wage-earners.

(6.) A committee to enable girls and women to obtain the advantages of the laws passed for their protection, and to see to their personal safety.

(7.) Co-operation with societies and institutions having similar objects.

(8.) The adoption of any other means that may from time to time be found useful for the protection and moral welfare of girls and women.

The Association came into existence in the year 1885, and was originally governed by ladies only. Upon becoming better acquainted with the nature of the evil they were attacking, it was found that certain branches of the work could be more conveniently undertaken by men. Accordingly a Gentlemen's Committee was formed.

The duties of the Gentlemen's Committee may be roughly divided into two branches, *i.e.*, preventive and juridical.

The preventive work is partly carried on at ports, docks, and railway stations, by agents in the direct employ of the Association. Unprotected females are sought out and are conducted to other ships, stations, or to destinations in London. Should there be suspicious circumstances concerning any of the girls, or regarding the addresses which they bring, such girls are persuaded to stay at one of the Homes until thorough inquiries and investigations have been made.

In the foregoing work the Association has received much valuable assistance from the Thames Police Force, and ready help from port, dock, and steamship officers and officials.

Efforts are made to prevent innocent girls from falling into the hands of men and women suspected of being procurers. Warning is given individually and collectively to persons thought to be in danger of evil influences.

The Gentlemen's Committee assist the other branches and committees of the Association in their various preventive measures whenever occasion for such co-operation arises.

The juridical measures are :—

(1.) Putting the police in motion.
(2.) Prosecutions.
(3.) Assisting others to prosecute.

The difficulties which stand in the way of doing this last-named branch of the work successfully are great. The traffickers, bullies, procurers, and brothel-keepers are cunning, cruel, and absolutely unscrupulous. They are very often rich and well versed in the law. The victims are practically imprisoned, or live under the influence of terrorism and of delusive promises. They are chiefly uneducated, inexperienced girls, often ignorant of our language, and almost always unaccustomed to precision of statement. Hence, preliminary inquiries involve an enormous expenditure of time and considerable expense. The same difficulties attend the search for credible corroborative evidence and the examination of such witnesses as are forthcoming. Sometimes the very nature of a case precludes the possibility of there being any witness of the alleged criminal act. This preliminary work is, in most instances, necessary before the police authorities can move, and before the facts are sufficiently established to warrant arrests or the commencement of prosecutions. This Association, with the liberal help of friends, has been actively engaged in direct prosecutions, and in the support of prosecutions commenced by others. It has, however, succeeded in obtaining the conviction of only three men, who were sentenced to penal servitude, or long terms of hard labour. The

deterrent value of such work cannot be measured by actual results in the Courts. The causes which lead to this want of greater success, beyond the difficulties already stated, are usually (1) lack of sufficient evidence, (2) intimidation and subornation of witnesses by friends of prisoners. The committee have found that the prisoners are frequently members of a clique or gang, against whose machinations it is necessary to safeguard the prosecutrix and all the witnesses. The offenders make large profits out of their nefarious trades, and can afford to engage able solicitors and counsel in their defence.

The committee consider that their greatest obstacle lies in the floating nature of the evil they are combating. The offenders travel under assumed names, initiating crime in one country, consummating it in another. Their victims are carried from place to place.

Although the committee's experience of obstacles and difficulties is large, it has not yet enabled them to formulate any proposal as a basis for an international treaty or for a change in national law. No drastic project has yet suggested itself to their minds which might not lead to abuses in other directions, and which might not be soon evaded by the astute trafficker. It would seem that a preparatory stage is required before laws can be usefully enacted or international agreements reached. Apparently a closer communication is required between the police authorities of the different countries most affected by the traffic. There should be a systematic and continuous exchange of information bearing on the movements of such men and women as are known to be, or are suspected by the police as being engaged in the white slave trade. In this way a large volume of facts would be gradually accumulated, which would be of immense service in identifying and tracking offenders from country to country, and in bringing them to justice. The committee believe that, after this system had been in work for some time, light might be gained as to the possibility of useful national legislation being uniformly enacted in all the different countries, and a basis be found for international agreement and treaties.

DENMARK.

Report by Comte VON MOLTKE.

MR. W. A. COOTE, Secretary of the National Vigilance Association, has asked me to give a report of the efforts which are being specially made in Denmark, on behalf of the improvement of morals. I pass over the branches of the Federation started from England, as they are taken for granted.

I.—THE MAGDALEN INSTITUTION.

This Home receives those girls who have already fallen, or are in danger of sinking deeper into the sin of immorality, and those fallen girls who are fit to be received, who give hopes that they may in time become decent and respectable girls. Girls who have not been confirmed are only received in exceptional cases.

The work of the Home is on these lines: to lead the girls to true conversion through Christian influence; to keep them to regular work, and thus to make them fit for this life, and the next. The women's "Sion," which was set on foot by the Magdalen Institution, works in Copenhagen itself. It undertakes to seek out fallen girls, and induce them to enter the Magdalen Home. In this institution there are the following divisions:—

(*a*) The Receiving House, "Zoar," which is the preparatory Training Home for girls of from 14 to 25 years of age.

(*b*) The Servants' Training Home, "Ebenezer," where girls are trained to be servants who show exceptionally good promise.

(*c*) The Sewing School, "Silo," where young girls who show a wish to lead a better life, but are not physically strong enough for service, are trained as sewing and chamber-maids.

(*d*) The Shelter, "Pella," which offers a preparatory home to fallen women of from 25 to 40 years of age, and lastly

(*e*) The Working Home, "Pella," which receives the older and capable women, who have proved in the shelter, "Pella," that they wish to enter upon a right way of earning their livelihood. The girls, who apply voluntarily, are received after they have had the rules of the Home read over to them. Of the 114 girls who entered the Home in the past year there were:—

61	aged	from	14	to	20 years.
16	„	„	20	„	22 „
11	„	„	22	„	25 „
8	„	„	25	„	30 „
17	„	„	30	„	40 „
1	aged		46		

The whole amount of the income of the institution, in the year 1897, was 56,526 kroner, of which the girls earned by

Washing (Ebenezer)	...	5,325 kr. 83
Bread making, etc. (Pella)		3,074 „ 66
Sewing Room (Silo)	...	269 „ 75
		8,669 „ 24

II.—Talitha Cumi

Is the name of an institute where girls are received who have been immoral, or are in danger of becoming so. As a rule women who have followed this life for twelve years are not received ; in this institution there is room for twenty-two girls, and it is conducted by a superintendent and two assistants. The children have some instruction, but are also set to some useful work, which gives them pleasure, and at the same time adds to the income of the Home.

The work consists of washing, bread and cake making, etc. ; by this the children earned in the past year 1,562 kr. 56 öre. Out of this the young people received as reward 120 kr. 03 öre for their savings-book, leaving 1,442 kr. 53 öre for the Home.

The income of the institution for the year 1897 was 8,692 kr. 87 öre, the outgoings were 9,057 kr., thus leaving a balance against it of 358 kr. 17 öre.

It is only exceptionally that girls are retained in the Home until their 18th year. Situations are then found for them ; on the whole the results are good, but there have been some sad cases of girls who, on leaving the Home, have lapsed into immorality.

III.—The Association for Saving Thoughtless and Giddy Girls.

This Association is to advise and help thoughtless girls who have been led astray, or are in danger of making a disreputable livelihood. It directs its attention to everything that can allure girls into wrong paths, and to the best ways of thwarting those inducements.

IV.—The Reformatory for Girls in Aarhuus.

In this institution only those girls are received who are expecting to be mothers for the first time ; they are taken in before the birth of the child, tended afterwards, and care is taken to place the child with Christian people.

Besides the above-mentioned, there are several institutions in Copenhagen, and also in the Provinces, who receive orphan and friendless children, but they need not be mentioned here, as it is not their special mission to war against immorality.

V.—The Midnight Mission, Copenhagen.

The Midnight Mission was started by some City Missionaries in the year 1882, but was not fully organised with its own committee, its own cash account, its own rules, and its own methods of working until 1885; since then its working powers have greatly developed.

The object of the Midnight Mission is to arouse in *Men* a conviction of the sinfulness of vice, and its accursed consequences. The following are the methods by which it works :—

(*a*) The workers must personally appeal to the men who enter the bad streets.

(*b*) So far as can be done, mission-rooms shall be opened in these streets.

(*c*) To strive for the abolition of such laws as favour pandering and vice.

The committee of the Midnight Mission consists of seven members. The workers of the Mission are first of all received according to the rules given in Acts vi. 3. The final reception is by unanimous recommendation of the night-watchers, to whom the workers have for some time given their services.

The committee decides in what streets, and at what hours of the night the watches shall be held. The mission-rooms are for :—

(*a*) Holding prayer meetings.

(*b*) Giving appropriate addresses.

The rooms are brightly lighted, and in them are suitable pictures and texts from the Bible, to attract the attention of the men who come into the bad streets. In the Mission-room is a journal, in which every night the names of those who keep the watch are entered.

The workers must not go in these streets singly, but in couples.

I.—The workers are strictly forbidden to talk to any woman.

II.—They are also strictly forbidden to answer any woman, whatever may be her pretext for speaking to them.

As the Mission is a work of love, every word spoken must be in the spirit of love; abusive language and blows must, of course, not be returned.

The committee decides what payments are to be made. All the workers assemble once a month, the journals are examined, and the business of the Mission transacted.

In the year 1898, 2,229 watches were held by 129 workers. The number of brothels is less, but immorality has not decreased in propor-

tion ; in the streets of ill-fame, however, accosting has become notably less frequent, and the condition of the streets greatly improved ; this, without exaggeration, is attributed to the Midnight Mission. The girls who fall into prostitution are utterly degraded by it, and the householders who lodge them are thorough vampires, and treat them unmercifully. As an example, there were four dwelling-houses with two or three miserable rooms for which 13,428 kr., or £736, were paid in rent, and for another dwelling with three rooms 4,380 kr., or £243.

Concerning the subject in which the Conference is mainly interested, namely, the white slave trade, it is impossible to discover any such agency here, and the police have strongly asserted that it does not exist.

That girls do go to foreign countries, especially to Russia, and fall victims to prostitution, is without doubt true ; but there is nothing to prove the existence of this to us or to the police in this country.

COPENHAGEN, 6*th May*, 1899.

AMERICA.

By HENRY CHASE, Esq.

As we have in the United States of America, so far as I am aware, no organised system of White Slavery, I shall confine myself to the questions of the second class. These I can best answer by stating what has been accomplished by the Society which I have the honour to represent as delegate to this Congress, together with a brief account of the work done by other Societies.

The New England Watch and Ward Society was organised in 1878, and in 1887 was incorporated under the laws of Massachusetts.

Its object is the removal, by both moral and legal means, of those agencies which corrupt the morals of youth, and its efforts extend over the six New England States; the office being at 28, School Street, Boston.

During the first four years but little was attempted, but in 1882, the present General Agent was appointed and active aggressive work was commenced.

Exposure of Immodest Pictures.

At that time there were exposed in our cities, especially in Boston, in very many of our shop windows and in the doorways of photographers, pictures as immodest and indecent as the proprietors dared to place there. No one could walk the streets without coming in contact with them. They were not bad enough to warrant an arrest, and our only remedy was to politely request the proprietor to remove them. This was continued from year to year, and so successfully, that to-day there is seldom occasion for complaint. The school teachers of Boston and many parents have thanked us for this work.

We also induced our booksellers to place in a less prominent position those classics which were unhealthy reading for the young.

Suppression of Immoral Books and Pictures.

Our next effort was to suppress immoral books and pictures. These were divisible into two classes; those technically obscene and those which, though not technically of that character, were perhaps more harmful by their suggestiveness and by so portraying a life of sensuality as to make it appear desirable.

To secure evidence against any one engaged in the publication, sale, etc., of anything in the first class, was to ensure conviction and severe punishment; but against the second class we were powerless, since the law required proof of obscenity. And yet this realistic fiction, so called,

constituted the reading-matter of a large class of our young people, and the summer reading of many older persons.

We therefore secured in the several States a statute forbidding, under penalty of fine from 100 to 1,000 dollars, or imprisonment not more than three years, the publication, sale, exhibition, etc., of any printed matter "containing obscene, indecent, or impure language, or manifestly tending to the corruption of the morals of youth;" pictures, and all other things "manifestly tending," etc., came under the same law.

We then, by prosecution, conviction, and destruction, so effectually drove these corrupting agencies from our midst that last year, on a thorough search through forty-five cities and towns, in but a single instance was matter found which could be complained of under this law.

Theatres, Etc.

We secured in 1892, in Boston, the following city ordinance: "No licensee shall advertise a public performance by means of pictorial posters or placards, until such posters or placards have been approved by the Committee on Licenses." And, in 1896, we secured, in Massachusetts, and subsequently in other States, a statute, forbidding, under severe penalty—fine not exceeding 500 dollars, or imprisonment not exceeding one year, or both—the exhibition of a show which is "obscene, indecent, immoral, or impure," or manifestly "tending to corrupt the morals of youth."

By the help of these we are able to control the entertainments, to a good degree, throughout New England. And by constant watchfulness over the theatres in our cities, by complaints to the proprietors, and to the Licensing Committee, and by an occasional prosecution, we cause the morals of the stage generally, and of the Vaudeville stage in particular, to be much higher than they would otherwise be.

Protection of Young Women.

We have, after great effort, secured for the protection of young women, a law for the punishment of any proprietor of an employment office, or any other person, who shall, under any pretence whatever, send a woman to a house of ill-fame, or who shall detain, or aid in detaining any woman or girl in any place resorted to for prostitution.

We also advertise very extensively that we will protect young women against all frauds and swindling devices, and that we will investigate all doubtful advertisements offering employment to young women. We have now under indictment for rape a prominent professional man, who had so advertised for two years.

We have rescued from brothels young women who had been decoyed there, and have convicted many keepers of those places. The result is

that no man can now secure admission to them without an introduction from a patron.

No other department of our work demands such constant vigilance as the effort to thwart the devices for entrapping young women.

Specific Questions.

In answer to special questions I reply: We have societies for taking charge of children having unworthy parents, or who are themselves stubborn and insubordinate.

The Agent of the Watch and Ward Society seeks every opportunity to instruct young men on the importance of chastity and morality, and has addressed scores of Young Men's Christian Associations on this subject.

The medical teaching on the importance of chastity is improving, and the necessity for proper instruction to the young of both sexes is more fully realised, though we have as yet little systematic instruction on the subject in schools and colleges.

The wages of young women are in many cases utterly inadequate, and both young men and young women are sometimes encouraged by their employers to lead an immoral life.

By the laws of Massachusetts, whosoever fraudulently and deceitfully entices, from her father's house or elsewhere, an unmarried woman for the purpose of prostitution, or who induces any person under eighteen years of age, of chaste life, to have unlawful sexual connexion, shall be punished by fine not exceeding 1,000 dollars, or by imprisonment not exceeding three years.

And incest, committed by persons either married or unmarried, is punishable by imprisonment in the State prison not exceeding twenty years, or in the jail not exceeding three years.

The absence of proper sleeping apartments among the poor is greatly deplored.

The want of a common sitting-room in lodging-houses for young women is one of the greatest causes of immorality.

The remedy for this is receiving the careful consideration of the Watch and Ward Society.

We have societies which send women to meet every foreign steamer and every train from the British provinces.

The age of consent varies in the several States from twelve to eighteen years.

We have many homes for fallen women, and especially for those who have taken but one false step, for whom there is felt an increasing sympathy.

The Agencies employed in SWEDEN for the Care and Protection of Young Women, and the Moral Uplifting of Young Men and Young Women.

By E. OLBERS.

1. The work which is carried on by the State Church in its Confirmation classes, together with the National institutions of education are the chief factors in this respect.

2. *a*. There are nine different institutions in and about Stockholm, and a number of others, in the country and lesser towns, supported by private funds, and an occasional grant from a City Council.

b. In each of the parishes of Stockholm, in Gothenburg, Södertelje Eskilstuna, Vesterås, Örebro, Norrköping, Jönköping, Upsala, Gefle, and Lund, there are so-called "Arbetsstugor" (literally, working-cottages), where such girls and boys are taught easy manual labour, and afterwards get a good meal, three times a week or more. These institutions have in Stockholm about 1,300 scholars (in the other towns the numbers vary), and are supported chiefly from a fund called "In memory of Lars Hierta," but of late years, as they have become more numerous, the City Councils have voted a sum of money for their aid, yearly. One private refuge there is also in Stockholm, where girls in danger are admitted.

3. Homes for maid-servants and working women, the Y.W.C.A., the Frederika Bremer Society, the Federation's employment office for servants and working women, the society of "Friends of Young Women," the Gymnastic Society for Women, the Seamstresses Society, and the "Twelves," so-called on account of there being three parties of ladies, twelve in each, who arrange an entertaining evening once a fortnight for a group of factory girls, 50 to 70 in each group — all these in Stockholm. In the lesser towns, there are sections of the Y.W.C A., and several funds, of which the interest is used for this purpose.

4. The Y.M.C.A., the White Cross, the work of the Federation for the Abolition of State Regulation and Vice, the Christian Society for Social Purity, etc. As striving for this aim—though indirectly—may also be counted the "Societies for Popular Lectures for the Working Classes," of late years more and more numerous, which are supported by the State, and also by yearly allowances from the respective City Councils.

5. Some clergymen take special pains during the Confirmation instruction to impress the importance of chastity, and some teachers in the State schools also work for this end privately; but, comparatively speaking, there is little done.

6. The most conscientious of the Swedish physicians uphold the value of chastity, but it is said that there are some who advise the contrary course.

7. As in most countries, there are in Sweden two ways of thinking on this point, the old school and the new school. However, the new school — which preaches the advisability of informing youth, in a right way, rather early—is gaining ground.

8. In many cases it is not so, but there is an awakened conscience on the question, and it is at the present time being thoroughly sounded by the Frederika Bremer Society, with funds given them by the "Lorénska Stiftelsen," a fund devoted specially to economic investigation.

9. Most decidedly, yes ; especially in the cities.

10. Private individuals, who give time and money, work in various ways (*see* also Answer to Question XII.).

11. Lady visitors, the Princess Bernadotte and others, go to the hospitals, hold meetings and talk privately with the women. There are also two ladies sent from the Swedish White Ribbon Society, who visit in the hospitals.

12. Four private houses of refuge in and about Stockholm, and one in Gothenburg.

13. If a private individual takes the responsibility of a woman who is on the Register of Prostitution, she may be struck off ; and the police must inform the individual who has the responsibility of her, before she can be under their control anew.

14. Penal Code, Chap. 18, Sec. 6. (As Mr. Tamm, in his paper, Sec. 1, cites this paragraph in extenso, it seems unnecessary to repeat it here.) Penal Code, Chap. 15, the following paragraphs : "Sec. 12. A man taking a woman by force, and against her will having illicit intercourse with her, or driving her thereunto by menaces of the greatest peril, is liable to penal servitude, from six to ten years ; the woman being by this deed severely hurt, the punishment is penal servitude for life or for ten years ; the woman losing her life, the criminal is punished by death or penal servitude for life." "Sec. 13. Any one having designedly, with drugs or by other means, brought a woman to delirium, sleep, or swooning, so that she has lost the use of her free will, or has not been able to defend herself, and in such a situation having illicit intercourse with her, is liable to punishment as in the above paragraph." "Sec. 14. Any one having with design, as above, made use of force, menaces, or fraud, but his design not being fulfilled, is liable to penal servitude or imprisonment for six years ; the woman being by this deed severely hurt, the punishment is penal servitude from four to ten years ; the woman losing her life, the

punishment is penal servitude for life, or for eight to ten years." "Sec. 15. Anyone having illicit intercourse with a woman whom he knows to be in delirium, sleep, or swooning, so that she has lost the use of her free will, or not being able to defend herself, although he has not brought her in that situation, is liable to penal servitude, from two to six years; the woman being severely hurt, the criminal is punished with penal servitude, from six to ten years; the woman losing her life, the punishment is penal servitude for life or for ten years." "Sec. 16. Crimes as in the above paragraphs do not fall under common prosecution, unless the woman has lost her life, or either she herself or her guardian has brought action against the criminal. Such action may not be brought later than six months from the commission of the crime, unless lawful hindrance is proved, or the woman through this crime has lost her life." "Sec. 17. Anyone taking and carrying away, or forcibly detaining a woman against her will, in order to marry her, or to have illicit intercourse with her, is liable to penal servitude from two to six years." "Sec. 18. A man carrying away a woman, before she is fifteen years of age, with her own free will, but without consent of her guardian, with design as in Sec. 17, is liable to penal servitude from six months to two years. A woman under age, but more than fifteen years old, being carried away with her free will from her father or mother or their representatives, with design as above, the criminal is punished with imprisonment or fine." Sec. 19. Crime as in Sec. 17 does not fall under common prosecution, unless the woman herself or her guardian has brought action against the criminal; nor is action for crime as in Sec. 18 to be brought by any one but the woman's guardian. The criminal or any one participating in the crime having married the woman, action may not be brought, unless the Court of Justice has dissolved the marriage."

15. Penal Code, Chap. 18, Sec. 7 (cited by Mr. Tamm in his paper).

16. Penal Code, Chap. 18, the following paragraphs: "Sec. 1. Father or mother, or any other ascendant, having illicit intercourse with his or her own child or child's descendant, is liable to penal servitude for life, or from eight to ten years. The child or the child's descendant is punished with penal servitude from six months to four years.—"Sec. 2. Father or mother having illicit intercourse with the spouse of child or child's descendant, or stepfather or stepmother with stepchild or its descendant, is liable to penal servitude from six months to four years. The child's or the descendant's spouse, as well as the stepchild or its descendant, is punished by imprisonment for not more than six months, or by penal servitude for not more than two years."—"Sec. 3. Brother and sister having illicit intercourse with one another, are liable to penal servitude for from two to six years." "Sec. 4. Brother or sister having

illicit intercourse with the other's descendant, is liable to penal servitude for not more than two years." "Sec. 5. Persons who are related through the marriage of either with the other's brother or sister, or brother's or sister's descendant, or with any one from whose brother or sister the other is descendant, having illicit intercourse with one another, are liable to punishment by fine."

17. The Y. W. C. A. has a book for Scandinavian girls, giving addresses in all the principal European towns and cities where a young girl can be lodged and helped. The Frederika Bremer Society's Y. W. C. A. and the Swedish section of the Federation send deputies to boats and railways in Stockholm, at the times for changing places for the servants in Sweden, viz., April and October, for the protection and assistance of country girls coming to seek situations in the capital. The Frederika Bremer Society further works to this end, first, by giving addresses, to those obliged to travel abroad, to societies with which they correspond; secondly, through newspaper articles informing of dangers in emigration to certain countries. From New York, U.S.A., there are sent to several offices of the clergy, cards for distribution among the emigrants, containing the address of a respectable person to meet them when they arrive. The danger of emigration to Denmark is, perhaps, the greatest, for statistics show that women returned from a term of service in Denmark frequently have become immoral and paupers. Owing to the researches made the year previous, by Ernst Beckman (formerly Member for Stockholm of the Swedish Diet), a law was promulgated in 1881 forbidding any emigration agent to be of other nationality, in Sweden, than Swedish, which did away with many bad agents from Germany and Denmark. From those parts of Sweden which are nearest to Denmark (as Skåne, etc.), young girls frequently emigrate to Copenhagen, in order to take places as servants, and it not seldom happens that they become immoral, falling into the temptations of a great city. Although it seems as if we were moving in some ways for the better, there is ample occasion for warning, and this is given by the clergy and others interested.

LANDSKRONA (SWEDEN),
June 2nd, 1899.

SWITZERLAND.

Report by Madame DE TSCHARNER, President of the Swiss Branch of the International Union of the "Amies de la Jeune Fille."

THE original movement in favour of a higher moral standard and the protection of young girls in Switzerland commenced at the beginning of this century.

To private enterprise we owe many educational establishments, whose creation dates from the years 1830-50, and also the refuges for fallen women, which were founded about fifty years ago at Schaffhausen, Berne, and later on at Geneva, Basle, Neuchâtel, Lausanne, and Zurich.

But it was in 1875, under the intense feeling aroused by the words of your admirable countrywoman, Mrs. Josephine Butler, that an awakening of conscience, on the question of morality, took place amongst us. This awakening was followed by a display of activity that was entirely new, and a rallying of all the moral forces grouped together, under the name of the "Women's Swiss Association for the Improvement of Morals" (Association de Femmes Suisses pour le relèvement moral).

To fight against immorality, to raise the status of woman, to protect girls, such is the triple aim of this association, as is proved by the militant activity of its committees, and the various works of which it is the source.

One of the latter, called "L'Association du Sou," has for its object the spreading of these principles amongst the working classes, making sure, at the same time, of the indispensable funds by a system of collecting small sums within the limits of even the most modest purse. The sympathy and spirit of sacrifice met with amongst the humbler classes may indeed put to shame the wilful or ignorant indifference of society, which, beneath its outward refinement, conceals the cowardice and profound egoism of the theories of a double moral, and a necessary evil. We could give touching instances of this, if time permitted.

In 1877, on the occasion of a Congress of the Federation for the Abolition of the State Regulation of Vice, it was also from the heart and mind of a woman intensely devoted to the work—Madame Aimé Humbert—that the idea was started of a "network" of protection for young women. With the help of twenty ladies, in seven different countries, she laid the foundation of the International Union of the "Amies de la jeune fille," which now numbers

thousands of members in thirty-two different countries. Its central office is at Neuchâtel, in Switzerland ; it possesses national branches in Germany, France, Holland, England, Italy, Switzerland, and the Argentine Republic.

Responding to the needs created by the ease and facility of modern communication, it has grown with the cosmopolitan growth, and thus, thanks to its practical organisation, it can render services which are appreciated, not only by those who are benefited, but also by the authorities, who are becoming ever more willing to grant their support. I leave it to Madame la Baronne de Montenach to speak to you on the Catholic work of protection—very similar to the " Union des Amies de la jeune fille " in its organisation, and which has developed wonderfully during its three years of existence.

We know that there has always been a strong tendency towards emigration amongst girls in Switzerland, caused, principally, by the necessity for gaining their own livelihood.

Since then, the founding of Homes in this (Switzerland) and foreign countries, and the establishment of Registry Offices, and also of gratuitous means of reference, have been the main objects of the activity of our association. This work is also useful in exposing all the evil of doubtful agencies, and of misleading advertisements in the papers, which, under alluring descriptions, lead young girls to accept situations at a distance—offers which are often only a pretext to trap them into bad places, and, at the best, can only expose them to a thousand dangers. In this, also, we see the monstrous trade carried on by means of agents, both men and women, whose business it is to keep the houses of ill-fame supplied with fresh merchandise that will ensure them a good clientèle. Sometimes under a most inoffensive appearance—such as an elderly man quietly dressed, or a country-woman in crossover shawl and apron, with a basket on her arm—we meet the trader in human bodies everywhere—in the stations, the trains, the inns, on the roads, and even in the most retired villages ; the victims in Switzerland alone are counted by thousands.

To sow discontent, to dazzle with prospects of easy gain or gay dresses, such are the seductions offered by the tempter to the girl whom he thinks likely to be attracted by such promises, and, under cover of offering a really good place, he manages to deceive sometimes even the most respectable girls. House proprietors and agents work hand-in-hand to make profit out of thoughtlessness, ignorance and carelessness ; and we can well understand the cry for vengeance from one of their victims that reached our Zurich " Friends " from Monte Video ; after a tale of misery, shame, and truly satanic scheming on the part of these infamous traders, she cries : " Oh, I beg of you, watch the frontiers,

make the trade impossible to these traffickers in souls, who deserve to be hanged, or burnt alive!"

Intrigues of all sorts, thefts, falsification of papers (birth certificates, origin, etc.), violence, anything that helps to possession of the coveted prey—all are employed: this is proved by numerous facts, too long to quote here, but which constitute a formidable body of evidence.

PROPOSITION.

Authenticated facts and precise details being, at the present moment, the only efficacious weapon for obtaining either judicial reform or vigorous measures for the repression of misdemeanours, it seems to us of primary importance that they should be carefully collected, and that a centre for such information should be established in every country. We entertain the hope that a proposition to this effect may be made the object of the forthcoming discussion, and that a resolution will be passed by the Congress. But to return to our preventive work:

Knowing what snares are spread for them, we must endeavour by all means to prevent young women from falling into them. We have seen the starting of a work called "The Arrivals" at Geneva, in 1884, and now, besides that town, organised at Lausanne, Neuchâtel, Basle, Zurich, Berne and Bienne, where one or more agents relieve each other in watching the arrival and departure of the principal trains, so as to help, with advice and motherly care, those girls who through inexperience, and, too often, through the indifference of their parents, are likely to fall into bad hands. The average of the services rendered by our agents, in the principal towns, varies from five to 8,000. Of course, in this number are included services of a secondary nature; nevertheless, the number of cases noted down, where we find that without the intervention of the agent, young persons would, inevitably, have fallen into the net, suffices to demonstrate the immense importance of this work.

Besides the placards that we place in the stations to warn young travellers of danger, and to tell them of the protection offered, giving also the addresses of our homes, we have been able, thanks to the kind co-operation of our principal railway companies, to exhibit our placards in the third-class carriages, and on certain lines also in the second-class carriages. Generally, it is out of our power to learn the effects of our warnings, but we receive here and there from our protégées testimony as to their utility, and the damage done to our inoffensive placards by persons of evil intentions proves that their mute appeal has not failed in its object. Among the great number of girls with whom our work of placing and advising brings us in contact, we meet with all degrees of education, intelligence, physical and moral development, and also, alas! all degrees of incapacity and depravity. Those who give us the greatest trouble are the "déclassées"; and here may I be permitted to

say, without wishing to cast a stone at the benefits of free instruction which we enjoy in Switzerland, that we see too clearly the sad consequences of superior instruction unaccompanied by the education of heart and conscience, not to be convinced that we should render a better service to the daughters of the humbler classes in providing them with solid practical instruction, rather than in encouraging the foolish vanity of parents and children, by opening wide to them the doors of the secondary schools.

Though peculiar to Switzerland, it is necessary to mention this point, in order to understand the difficulties we meet in respect to the increasing number of young people, who are as incapable as they are pretentious, for whom it is impossible to find places, and who unceasingly swell the ranks of this unfortunate class ; instead of gaining an honest livelihood, they fall an easy prey to those who flatter their vicious tastes for the satisfaction of their own cupidity and evil passions.

To give a helping hand to all who wish to be helped, we have opened Refuges, Asylums for girl-mothers, temporary Asylums for the abandoned, and for drunkards ; and others for the reform and education of neglected or vicious children.

The Work for Abandoned Children, organised in a model way at Geneva receives a great number of poor little beings who have been abandoned, or who have had to be removed from unworthy parents ; they are placed either in these asylums, or with kind people in the country, where they are taught to gain an honest livelihood. Commercial schools, training schools, industrial schools, cookery schools, and other manual occupations, are doing their part in filling up the gaps in practical education. Also, by means of social gatherings on Sundays, as well as week-days, innocent amusement is provided for the young ladies in shops, for work-girls and for servants. As it is incumbent on mothers of families to know the dangers which surround their children, we have tried inviting them (in the towns by districts) to gatherings where they may have refreshment and conversation, choosing that period of the year when their children have to leave school and seek for their daily bread outside the home. Questions arise, naturally, and enable us to enlighten them as to the protection offered by our associations. We make the best of these opportunities to speak to them on the moral education of their boys. In publishing the " Warning or Advice," which has been continued from the beginning of the work of the Central International Office, " L'Amie de la Jeune Fille " seeks to continue its influence over its protégées, by instruction of a moral and religious kind, by practical advice and useful guidance on the journey, followed by the addresses of homes and safe lodgings in this country and abroad. In finishing this rapid sketch, let me also remark, that besides the constant and regular work of which we have just

given the outline, the " Amies de la jeune fille " have temporarily undertaken the lodging and protection of the waitresses during the fêtes of all kinds so common in Switzerland. The initiative was taken at Berne in 1891, and this example was soon followed at Basle 1893, at Schaffhausen 1894, at Thun 1894-1899, at Winterthur 1895, at Berne 1895, at Geneva 1896, at Berne 1897, at Neuchâtel 1898, at Berne (three fêtes) 1899.

The condition of the waitresses had occupied our attention for a long time, and it is not only during the popular fêtes, when a great number of them are gathered together, that we strive to exert a salutary influence upon them. We wish, above all, that their services could be replaced by those of men, so as to diminish their number, because one cannot conceal the fact that they are often exceedingly exposed to temptation, and that it is a school of immorality for the greater part of them.

At Geneva, during the time of the National Exhibition of 1896, a *pension* was opened for the young employées ; and besides that, motherly care was exercised over them by the " Friends," who also provided them with recreative evenings in the grounds of friends of the work.

The conditions of existence amongst shop girls, dressmakers, etc., are certainly better in Switzerland than in many other countries. Nevertheless, we must confess that insufficient salaries and the need of surveillance leads them into immorality.

There is only one town, to our knowledge (where also the system of regulation exists), where the infamous custom is met with which provides that the young ladies in certain large shops shall serve the pleasure of the principal, and, if there are many of them, those of the manager, upper clerks, etc. This is how the situation is made to pay. Here also cupidity plays its part as well as immorality ; to realise a saving on the salaries of their male employés, the principals force their shop girls to a slavery which makes part of the gain in situations often badly paid.

Seduction under promise of marriage is one of the crying evils of our country, and we see by a minutely statistical civil record of later years, that the law, which in 1874 fixed the age of marriage for men at 18 years of age, and at 16 for women, far from diminishing the number of illegitimate births, as was expected, has only popularised the notion that sexual relations are allowable from that age.

The impunity enjoyed by the natural father lessens amongst men the sense of the responsibility that really falls upon him in bringing children into the world—social pariahs—condemned beforehand to submit to injustice and undeserved contempt, and whose only heritage is a burden of vicious predilections which destines them in their turn to propagate immorality. Parish registers, and the reports of societies for prisoners' aid for both sexes, or of young criminals, as well as those of the

asylums and refuges, prove that it is from the ranks of illegitimate children that the majority of these outcasts are recruited.

We know that, in this domain, legal intervention is very difficult to establish ; but, since the law is the criterion of the popular conscience, it is an indispensable duty to raise the moral level, by protecting family life and society against those who are guilty of cumbering it with a population at once unfortunate and dangerous.

In the first place, we must work upon the individual conscience, and we rejoice greatly at all that is done in this direction by Temperance Societies, Young Men's Christian Associations, and others. Questions of morality are also discussed at public or private conferences by men of all ages, and we know of some excellent pamphlets in both French and German which are largely distributed on certain occasions, at shooting grounds, reviews of the troops, and other fêtes.

Two remarkable works are distributed amongst young people at Geneva by the ladies of the association, one called "l'Etoile" (the Star), and the other "le Phare" (the Lighthouse) ; they are a focus of light, working amongst a population thoroughly demoralised by the existence of bad houses.

A similar work exists at Berne. For some years great importance has been given to organising classes of supervision for boys out of school hours (Knabenhörte), not to mention also the Band of Hope, which inculcates amongst young people the principles of temperance.

Although our towns do not present the frightful misery of the great cities, we consider that insufficient lodging and the huddling together of families (sometimes in a single room) are the cause of a falling off in the feeling of modesty that leads to immorality in its most degrading and repulsive form. The penal laws relating to incest between members of the same family vary in the different cantons ; we earnestly hope that the Federal Penal Code, now drawn up, will give us, with the uniformity of the law, a résumé of all that is best in our canton legislation. It is the same with the limit of the age of protection—a question doubly contested in a country of three different races, and on which the friends of moral improvement are not entirely agreed.

Ladies and gentlemen, the whole social question enters into our present subject, from which what we call Preventive Work cannot be separated. To fight against an evil effectually it is necessary to attack its principles and to thwart its consequences. Thus the work of reclaiming and of uplifting introduces us into all those domains into which Preventive Work should be carried, and Preventive Work in its turn compels us to attack the most profound causes of moral disorder.

Questions of heredity, physical and moral, questions of education, of lodging, of livelihood, social and legislative questions, all are contained in the problems which daily force themselves upon the consciences of

all who, not content with sighing over the ills of humanity, ask themselves the painful question : " What have I done with my brother—with my sister ? "

S. DE TSCHARNER
(*née* DE WATTEVILLE).

BERNE, *June*, 1899.

Report by the Baroness DE MONTENACH, Secretary of l'Œuvre Catholique Internationale pour la Protection de la Jeune Fille.

THE report which has just been presented to you by Madame de Tscharner has made you acquainted with what is being done in Switzerland for the moral elevation of the young, as well as with the marvellous labours and progress of the International Union of the " Amies de la jeune fille," our eldest daughter of a twenty years' active life. Not, indeed, that the Catholics had up to that time remained strangers to this important question of the training, moral elevation and protection of women ; witness the hundreds of thousands of Catholic "religieuses" scattered at the present time over the surface of the globe, who in all latitudes place their devotion at the service of suffering or necessitous humanity. And it is above all the young girl for whose good they consecrate their lives : they receive the orphan girl in the cradle ; then bring her up with every maternal care ; they influence the heart of the young girl towards good, and her intelligence towards truth ; they receive her in Christian workshops and workrooms, in homes, in pious foundations ; they endeavour to place her out ; they offer to the solitary traveller a " pied à terre " in their hospitable houses ; receive at night the abandoned unfortunates of the streets ; open their gate to those who abandon their shame and repent. Who shall speak of the multitude of little girls adopted, trained up, and then placed out by the good Sisters of Saint Vincent de Paul ? Who will ever know how many poor souls have been received on the brink of the abyss by the "religieuses" of the Good Shepherd, and brought back by them into the road of goodness ? how many have been picked up from the mire of vice by the "religieuses" of Bethany ? how many poor servants have found an asylum with the Sisters of Saint Martha ? And what of the services rendered by the Dominicans, by the Sisters of Mary, by the Little Sisters of the Poor, by the " religieuses " of the Visitation, of the Presentation, of the Holy Family, etc. ? It is precisely because the devotedness of the religious

orders meets every demand that we have not sooner conceived the idea of the foundation of our work. But in our days there rages a new and terrible plague—that against which we are here to combine our efforts—I mean *the white slave trade.* And as the evil results from a horrible complicity between different nationalities, as the young girl becomes the subject of an infamous international traffic, so we must meet the danger by a league equally international for the protection of women. The works confined to a locality or district no longer suffice : there is need of the union of the power of all, of the devotedness of all, of the censure and of the protestation of all, to brand and uproot this infamous trade. Without pretending to substitute ourselves for institutions which hitherto have fulfilled our programme, we increase their means of action tenfold through uniting them by a bond of reciprocal services, of a common plan, and of combined efforts. The enemy whom we combat would come off victorious from the attack of individuals ; we wish to mobilise all our forces against him. And therefore it is that we have founded the *Œuvre Catholique internationale pour la protection de la jeune fille.* Neither our name nor our constitution indicates merely that the war against the white slave trade is the special object of our activity ; on the contrary, our programme comprises a crowd of other questions connected with the protection of young girls, both from a material and a moral point of view ; but since we ought to remove danger far from the steps of our protégées, we are obliged to join in the struggle against seducing and recruiting enterprises.

o o o o o

Our work was founded at Fribourg, in Switzerland, in 1896 : during the first year of its existence it confined its activity to the limits of this country. Having been made international by a Congress held in 1897, at which representatives of England, Germany, France, Austria, Belgium, Italy, etc., were present, its national, provincial and local committees were multiplied under the initiation of the head office in Fribourg, which had become the *Central International Bureau.* This is itself assisted by a council composed of persons of different countries. Every third year a plenary assembly convenes our adherents of all nationalities ; Paris will be the seat of the Conference of 1900.

It is the duty of a monthly bulletin, edited by the international office, to communicate to the societies affiliated to our union both practical instructions and details, and questions relating to our operations.

The central office at Fribourg endeavours to make our work known throughout the whole world ; to procure the foundation of national, provincial and local committees ; to incorporate into our association the societies already existing for the protection of young girls ; to affiliate

with itself representatives and correspondents from whom it may require occasional information or the protection of any young girl confided to their care. It creates registry offices, which it controls, recommending, however, non-interference with private industry, or honourable and serious agencies directed by private individuals ; investigating and denouncing, on the other hand, the enterprises for recruiting (*racolage*).

Our society combats emigration, and when it cannot prevent it, puts in force means of diminishing danger by directing and protecting the journey of young girls who are obliged to go abroad. With that object it gives a small guidebook to the young traveller, pointing out to her the homes along her route where she can pass the night, affixes for her help cautions and addresses in the railway stations and carriages, etc. These precautions are taken with the special end of warning our protégées against the recruiting agents who may meet them on their road.

These are, alas ! numerous, and ply their trade with incredible audacity, and with a crowd of accomplices, effective, silent and secret.

At Pontarlier women creep into the carriages to decoy young girls. At Zurich in Switzerland there exists a central recruiting office for houses of prostitution. At Vienna four thousand young girls enlisted by agents are lost every year. In Hungary the number of victims of the white slave trade is incalculable. At the Isthmus of Suez there has grown up the most odious and revolting traffic in white girls. In South America there exists a whole category of dealers who speculate in their human merchandise : according as they are fair or dark, big or little, more or less pleasing, the young girls, often decoyed in Europe, are valued at different prices. In a single street of Buenos Ayres there are shut in 2,200 of these unfortunate women, bought by these speculators.

One of our officers informed us a few days ago of the following fact : A young girl of 16 years was engaged by a female recruiter in a public promenade, sent to a house of debauch in Leipzig, and there detained for three years despite her tears and supplications. At the end of this time she was sold to a similar establishment in another part of Germany. Then she passed through still more houses, each more infamous than the rest, until at last, sick in body and soul, she ran aground at the hospital of Berne. It was there that one of our associates received her confidences and vows, and induced her to enter an institution for the penitent, directed by the " religieuses " of the Good Shepherd.

The sister of a young girl in service with one of our district presidents left for America with a group of Swiss emigrants, and fell into the hands of an agent of the white slave trade, who sold her in New York to a house of prostitution. Her travelling companions, troubled at her sudden disappearance, made a search, and ended by finding the unfortunate girl

again. She was fortunately released, thanks to the intervention of the Swiss Consulate.

Constantly young girls allow themselves to be deceived by advertisements in the daily papers clothed in the most correct form. Often, again, agents engage them without even giving them the address of the family in which they are supposed to be engaged to serve. A gentleman or a lady will come to meet them at the station of arrival : this is the only detail given. As to the kind of occupation which will fall to them, the poor girls decoyed by the recruiting agents generally know nothing.

Some months ago one of our officers was informed that a young girl was about to depart for Austria, engaged by a sempstress, who, having her daughter in a house which was more than suspected, decoyed for similar establishments the young persons for whom she worked. The directress of our office ran to the abode of this imprudent girl whom the brilliant pecuniary offers of the agent were seducing, and asked her what details and what guarantees had been given her. The poor girl knew nothing of where she was going beyond Vienna, nor the occupation which awaited her, nor the name of the family by whom she was supposed to have been engaged ! It is needless to add that measures were taken to prevent her departure.

It is a sad thing to state that the recruiting enterprises can only increase in numbers, owing to the existing social conditions, unless care is taken, and this by reason of the multiplication of large towns, the principal centres of this horrible market. More and more also, the recruiting agents will fall on rural places where the young girls, more innocent and more ignorant of vice than in our populous cities, become, alas ! their easy prey.

It may be remarked that the agents of prostitution choose their victims by preference among the young girls of 16 to 18 years of age. In a Fribourg village an "unfortunate," seduced by the alluring promises of an agent of the white slave trade, did not dare avow herself to be 19, for fear of not being "entrapped."

In Switzerland there is established a deplorable custom of employing only women to serve in beer-houses, cafés, and other public establishments. Too often, alas ! at the time of the year when a cosmopolitan population invades this country, we see young girls leave on account of abominable solicitations to shame and dishonour.

No less a danger exists for the improvised waitresses who, on the occasion of popular fêtes—multiplied in our day on every pretext—serve at the great feasts and in the temporary bars erected on the festival ground. I shall have the honour, at the end of this report, to formulate a special resolution relative to this question.

All these abuses, all these monstrous acts of recruiting, which we meet

in the exercise of our activity, are too generally ignored by the public, and even by the competent authorities. This is why we seize every opportunity of pointing out the evil and strongly insisting upon it. Above all, we are forced to instruct the Press, which all too lightly puts the fourth page of its publications at the service of the agents of prostitution. I shall shortly have to propose a second resolution in relation to this.

Our central office in Fribourg wishes to become a centre of information with complete archives on everything which concerns young girls. It puts itself freely at the disposal of the societies, and begs them to send it their documents (address : Secrétariat international de l'Œuvre catholique pour la protection de la jeune fille, rue Saint-Pierre, 22, Fribourg). Our bureau would like to be practically and within its sphere what " l'Office central des Œuvres de charité," at Paris, is for our societies in general, and in theory what " le Musée social " of M. le Comte de Chambrun is for publications, works and documents.

In citing these facts I have shown you how the recruiting agents penetrate even the villages to seek for victims ; how they lie in wait in public establishments, on the seats in our promenades and squares, in the stations, in the harbours ; I have still to point out very specially the tempting which takes place in railway carriages. There it is that an active and intelligent oversight should be organised, such as the ticket collector is not equal to. Everywhere there exist police for the streets and great thoroughfares ; why should there not be police also for the railways—for these rolling ways of communication which carry along immense crowds from all centres and countries ? We will put forward a resolution in favour of supplementing the service of *surveillance* existing in the stations by a service of protection in the carriages.

To bring to a good end the concerted campaign which we are undertaking to-day against the white slave trade, we ought to organise what I will call an apostleship of people to others of their own class. One is often astonished at the success of certain socialist industrial societies, which is explained by the fact that the societies are managed by the very persons who benefit by them. Our institutions often languish because there is too great a distance between patrons and clients. Despite our superficial show of democracy and equality, the classes are more separated, more divided, more at a distance from one another than they have ever been ; and this is why we have so little real influence on the young girls whom we protect. Let us adopt another plan : summon to our committees and our councils women of the people, from among those whom we would commend for their intelligence and virtue, and we shall then have between our protégées and ourselves valuable intermediaries who would be readily welcomed ; we shall be familiarised with many points

which now escape us, we shall be better acquainted with those whom we wish to protect.

It remains for me, Mr. Chairman, ladies and gentlemen, to thank you for giving us a position in this Congress and to put forward the resolutions which I have had the honour to announce to you in the course of this report.

1ST RESOLUTION.—We put forward the resolution that the Congress of London should act with all the authority at its disposal from the public powers and competent administrations to obtain :—

(*a*) That exhibitions, and other public manifestations which mark the admirable progress of civilisation, be not allowed to become by the multiplicity of certain attractions, by a tacit toleration accorded to all sorts of public establishments, the occasions of fall for hundreds of young girls, the source of disorders and of "exploitation."

(*b*) That these authorities and administrations care for the women who have to be employed during these fêtes ; that they put at their disposal convenient rooms and all that can render their situation better ; that they have recourse to the societies which give help, and make sure of their assistance.

To make this resolution immediately practicable we propose to the Congress, in view of the coming Universal Exhibition in Paris, to take the necessary steps to secure that the help rendered to the young girls who will be employed in the different pavilions be real, effective, and constant.

2ND RESOLUTION.—In view of the fact that the Press is accustomed to refuse its publicity to special agents and companies, and that in the best papers there often creep in advertisements, more than suspicious, which are, perhaps, the principal means of action of the recruiting agents, we propose that the Congress and its associated bodies take the proper steps with the international and national societies of the Press to secure that in the contracts a clause be inserted prohibiting this kind of advertisement, and giving the editorial departments the right of suppressing them. We desire that the question should be brought, if possible, before the next International Congress of Journalists, which will be held in Paris in 1900.

3RD RESOLUTION. — We wish that the societies and institutions which combat the white slave traffic should study the means of organising a service of oversight and protection in the railway carriages, especially on Sundays, fête days, and exceptional occasions. This might be done by the societies, with the support of the railway companies, which would facilitate the mission. It would be necessary to obtain from the competent authorities a legal sanction of this service. We shall thus have those women who seat themselves in the third-class

carriages, moving from seat to seat near solitary girls, watched by expert persons vigilant to baffle their machinations.

4TH RESOLUTION.—Since it has been ascertained, on the one hand, that the agents of the white slave trade address themselves, by preference, to minors ; and, on the other hand, that parents consent with extreme imprudence to engagements which their daughters are solicited to contract, we propose a resolution that, by the police laws, girls under age be obliged, under pain of incurring a penalty, to furnish on each occasion of leaving the country an exact declaration of the place to which they are going, of the situation they will occupy, etc. The parents or guardians should be responsible for every failure to observe the prescribed rules, and for every false declaration. These papers of control should be placed at the disposition of the protecting societies, which would thus know in time of all the departures of girls under age from the locality and would prevent irreparable misfortunes.

5TH RESOLUTION.—Authentic facts and exact data being, at present, the only truly efficacious weapons for obtaining either judicial reforms or energetic measures for the repression of wrongful acts, it seems to us that it would be of capital importance to collect them with great exactitude, and to establish in each country a centre of information. We propose a resolution that a proposition to this effect should be made the subject of the discussion which is about to take place, and that a resolution be passed by the Congress.

HOLLAND.

By Madame LA DOUAIRIÈRE KLERCK.

WELL did Mrs. Josephine Butler once say that wherever regulated vice exists, no woman, whatever her position be, finds the honour due to her. And why? Because this system of regulating vice never teaches our boys—our young men—to look up with respect to their mothers, their sisters, and their women friends. It teaches them to trample upon girls as if they were a class of beings inferior to their own. We abolitionists in Holland are firmly convinced that only the full repeal of the shameful regulation system, and of the official recognition of the houses of ill-fame, will put an end to the white slave traffic and all its combined horrors, as has already been fully shown by my countryman, G. Velthuijzen, who read the first report.

I must state before going on, that already, in 1885, soon after Mr. Stead's revelations in the *Pall Mall Gazette*, our Women's Association for Promoting Public Morality sent in a petition to our States General, our Parliament, against the white slave trade, signed by 15,000 women, and though the result was not all we wanted it to be, yet there were, in consequence, treaties with Belgium, Hungary, and Germany. But we found it a very good way of working on public opinion. Petitions are two-edged swords; on one side we reach the Government, on the other side the people, which we consider of far greater importance.

We have been suffering for more than half a century under this shameful system, and though long ignorant of the evils thereof, yet it is a fact that, but a few years before its introduction, the first Rescue Home was erected by our much-lamented O. G. Hildring.

Several other similar establishments have been erected since then: at Groningen, under the auspices of Miss de Raniht; at Wagenborgen, under Miss Brons; at Apeldoom, under Miss Rouers, and at Ermlo under Miss van Halterin. Besides, we have in all our larger towns what we may call a "Woorgangshuis" (home for passers-by) a thorough-going home with open doors day and night, to welcome those who have had enough of their sinful ways and are longing for better things.

In some of the worst parts of our towns we have generally some large room or hall, where we invite those roaming about the streets to enter, if it be but for a few moments, to try to get hold of them by a pleasant fire, a cup of tea or coffee, and amusements to their taste. Often

one or two spare rooms are attached to it, where they can stay the night, if willing. It is a sort of Midnight Mission to the women.

And then we must not forget the Midnight Mission to the men.

The sick, those suffering from the consequences of their immoral life, are visited in the hospital wards by a certain number of kind ladies, who do their best to induce them on leaving the hospital to enter one of the rescue homes. This work is also done among the girl-mothers. For them we have another sort of home. The chief is the Magdalen Home at Litten, under the direction of Rev. H. Pierson.

We come now to the second part, viz., what is being done for girls in general by way of preventive work, and then I have to refer in the first place to our Women's Association for Promoting Public Morality, a branch of the Fédération Abolitionniste Internationale.

We have a network of ladies in almost every town or village, always ready to provide such girls or their parents with the necessary information or the help they need. We publish a new list every year with warnings in four languages.

Our girls have legal protection up to the age of sixteen, and are not allowed till twenty-one to lead openly a life of shame. The police look well into this matter, and the owner of a brothel, when a girl is found under this age, is severely punished. So are also those who abuse personally a young girl, and especially if as teachers or tutors they have girls in their charge. Five years' imprisonment and incapacity for the rest of life to hold any office is no unusual sentence.

A young woman cannot marry without her parents' consent till thirty, but she may lead an immoral life at twenty-one of her own accord! This is one of the most disgraceful articles in our code, and one which we are thoroughly convinced must be changed.

There are besides several institutions for girls whose parents are drunkards or criminals, or who roam about of their own accord and get into mischief. The first and the chief was also good Mr. Hildring's work, and is now under Rev. H. Pierson's direction. Afterwards followed one at Groningen, at Ernulo, at Wagenborgen, at Meteren, etc. Indeed, wherever there is an asylum for the fallen there is also one for those who are on the high-road to mischief. It is, indeed, in many so very difficult to find the line of demarcation, especially now that such very young girls are already leading a life of sin and misery.

There is also a very good Government institution, under the care of Mrs. Meywert, where those are sent who have come before a court of justice. They now enter a prison earlier than sixteen, but are sent to this place at Mountfoort for a certain number of years for moral training and education.

Women's wages are in general too low with us, and it is one of the questions which was brought under consideration by a most interestin

Exhibition of Women's Work, which was held last year in the Hague. Still, wages need never be the excuse for immorality, and are seldom brought forward as such. The inmates of our asylum are in general of the servant-class, and of course their wages are enough to make them quite comfortable.

Co-education and co-operation of boys and girls, young men and young women, is another question, which has been much considered of late; the system seems to be conducive to a higher tone of morality. I could mention mills where they work together without being led into mischief. Strict order is kept, and when any immorality is found out, which is most unusual, both parties are immediately dismissed, without much hope of being taken into favour again.

And it seems to me that it depends very much upon the circumstances in which they are placed—whether sexual questions are explained to them. When going out into the world to gain in any way their livelihood, and coming in contact with the dangers surrounding them, "forewarned is fore-armed." It is better for the parents, or any respectable persons, to speak to the young earnestly and lovingly about these tender subjects, than to leave the word, which when spoken in time, will prove a blessing, to the chances of circumstances when it is often too late.

Now, as regards boys and young men, there is not much to state in the matter of facts. The Midnight Mission does a very good work. Not enough can be said in praise of these young men, who, after a day's hard labour, sacrifice part of their nights' rest in order to warn their young companions of impending danger. This work has decidedly helped to bring a change in public opinion. In schools the subject is beginning to be taken into consideration—thanks, amongst others, to the efforts of our Women's Association, which has also more than once protested against bad literature and immoral pictures, and not without some success. In our universities there is, on the whole, a far better moral tone among the students; they are more averse to immorality, and immoral young men, are often excluded from their clubs and social parties.

We have, no doubt, gained much among the medical men. None of them come forward and openly defend the regulation system, which, as you know, is grounded upon the supposition that immorality is a necessary evil. When, about a year ago, several highly esteemed medical men were invited to speak on this subject during a Congress held in the Hague, they one and all declared this to be quite out of date; nobody believed any more in this vile argument. The expression was very strong, but it showed a good spirit; and we have also the well-known words of Professor Chanfleury van Ysselstein to refer to—"If a young man wants to be strong and healthy, let him keep himself pure!"

WERTHEIMER, LEA & CO., PRINTERS, LONDON.

Made in Italy